



Handbook
ON EDUCATION
AND THE WAR

BASED ON PROCEEDINGS OF THE NATIONAL INSTITUTE
ON EDUCATION AND THE WAR . . WASHINGTON, D. C.



FROM THE FUND IN MEMORY OF
JOHN R. AND SARAH C. BRIGGS
BEQUEATHED BY THEIR DAUGHTER
ELIZABETH BRIGGS
OF THE CLASS OF 1887

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Handbook
ON EDUCATION
AND THE WAR

BASED ON PROCEEDINGS OF THE NATIONAL
INSTITUTE ON EDUCATION AND THE WAR,
SPONSORED BY THE U. S. OFFICE OF EDUCATION
WARTIME COMMISSION . at . AMERICAN UNIVERSITY
WASHINGTON, D. C. . . . AUGUST 28 Through 31, 1942

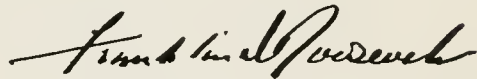
Federal Security Agency PAUL V. McNUTT, Administrator
U. S. OFFICE OF EDUCATION . JOHN W. STUDEBAKER, Commissioner

THE WHITE HOUSE
WASHINGTON

August 28, 1942

TO THE EDUCATORS OF THE UNITED STATES:

Our schools, public and private, have always been molds in which we cast the kind of life we wanted. Today, what we all want is victory, and beyond victory a world in which free men may fulfill their aspirations. So we turn again to our educators and ask them to help us mold men and women who can fight through to victory. We ask that every school house become a service center for the home front. And we pray that our young people will learn in the schools and in the colleges the wisdom and forbearance and patience needed by men and women of good will who seek to bring to this earth a lasting peace.

A handwritten signature in cursive script, reading "Franklin D. Roosevelt". The signature is written in dark ink and is positioned in the lower right quadrant of the page.

Organization

The National Institute on Education and the War was sponsored by the U. S. Office of Education Wartime Commission. Responsibility for setting up the National Institute was assigned to a special committee which personnel are listed below. *Ex officio:* JOHN LUND, Acting Executive Director and Director, Division of Higher Education, Wartime Commission. *Ex officio:* HARRY A. JAGER, Director, Division of State and Local School Administration, Wartime Commission. *General Chairman and in Charge of Program:* WILLIAM D. BOUTWELL, Director of Information Service, U. S. Office of Education, and Wartime Commission. *Assistant for Symposiums:* WALTER H. GAUMNITZ, Senior Specialist in Rural Education Problems.

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Thanks are due to American University, under the leadership of President PAUL F. DOUGLASS, for hospitality extended Institute delegates.

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Foreword

The army of education has a real job to do in helping to supply our army of fighters and our army of workers with properly trained men and women.

Educators know the size of their job, but they do not shrink from it. On the contrary, from the very moment war was forced on us by the Axis powers, educators have been asking, "In what ways can we help the most?"

In an effort to answer questions about education and the war, the U. S. Office of Education Wartime Commission was organized immediately after Pearl Harbor. The Wartime Commission itself is made up of 53 educational leaders. Its decisions and recommendations represent the broadest interests of education.

As the magnitude of the war job before the army of education became clearer, the U. S. Office of Education Wartime Commission moved to help mobilize education to the fullest extent. A National Institute on Education and the War was called to meet in Washington during the last 4 days of August 1942.

This Institute, held on the campus of American University, was attended by over 700 outstanding American educators representing all States. The results of the proceedings are set forth in this volume as a "Handbook on Education and the War." Because it represents the best wartime thinking of so many alert minds, it should prove a useful guide to every educator in intensifying efforts to win the war.

For win this war we must, if we are to destroy the threat of world-dominant fascism, and preserve for ourselves and for the world our heritage of democracy and freedom.

John H. Studdaker

U. S. Commissioner of Education.

Personnel

Of The U. S. Office Of Education Wartime Commission.*

John W. Studebaker, U. S. Commissioner of Education, *Chairman*.

Bess Goodykoontz, Assistant U. S. Commissioner of Education, *Vice Chairman*.

Fred J. Kelly, Chief, Division of Higher Education, *Executive Director*.

John Lund, Senior Specialist in the Education of School Administrators, *Acting Executive Director* (Executive Director, Divisional Committee on Higher Education).

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L. H. Dennis, Executive Secretary, American Vocational Association, Washington, D. C.

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*Accounts of Wartime Commission activities are carried in the official biweekly of the U. S. Office of Education, *Education for Victory*.

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J. C. Wright, Assistant U. S. Commissioner for Vocational Education.

George F. Zook, President, American Council on Education, Washington, D. C.

Chairman, Divisional Committee on Higher Education.

Statement to the U. S. Office of Education

Wartime Commission Concerning the WORK OF THE SCHOOLS IN RELATION TO THE WAR

At a joint meeting of the Chief State School Officers and the Executive Secretaries of State teachers associations the President of the Chief State School Officers was requested to name a committee to draft a statement designed to give understanding, impetus, and direction to the great need expressed by individuals in attendance at the National Institute on Education and the War for a summary setting forth the urgency of more closely correlating the work of the schools to the war effort.

Following is the committee statement:

It has become increasingly evident that the present world conflict has reached such proportions and such a stage that every force at the command of the people of the United States must be thrown into the war, at the earliest possible moment. The time of victory will be reduced in proportion to the extent to which we fully utilize these forces.

Education must make its special and particular contribution to the struggle. Fighting with learning is the slogan of victory. To this end certain of the educational leadership of the United States has been assembled in Washington by the U. S. Office of Education to consider the contribution of the schools to the war effort.

Because of the close relationship existing between the schools and the home, special consideration has been given to the place of elementary and secondary education as it serves in both the rural and urban areas of the Nation.

During the four days, conclusive evidence has been submitted by the armed forces of the United States and those associated with them that not a moment should be lost in the full use of the power of the Nation to the war effort. Never was there a time when educational workers faced heavier responsibilities for adjusting the school program to a great national need. Never was there a time when these workers might take greater pride in the significance of their work, never a better opportunity to serve children, young people, and the Nation.

The urgency of the situation requires that important adjustments be made in the programs of the elementary and high schools *immediately*. There is not time to be overly strict in definitions regarding the functions of education. Materials are already available showing how modifications may be made. For the high schools there is strong evidence that college admission authorities will be eager to modify college entrance requirements to meet the new need as brought to their attention by the leaders of the secondary schools.

It is the belief of this committee that modification of school programs should provide opportunity for curricular, extracurricular, health service and

community service programs in order that the student body may prepare itself to meet the demands of the armed forces, industry, and community service.

Curricular Programs to Provide for:

(a). Courses in arithmetic, algebra, geometry, general mathematics, and in some cases trigonometry where many of the problems will be drawn from the field of aviation, navigation, mechanized warfare, and industry.

(b). Courses in industrial arts related to war needs and with special application to the operation of tools.

(c). Courses in automechanics, often in cooperation with local garages and farmers, with particular emphasis on the repair and operation of trucks, tractors, and automobiles.

(d). A greater number served by practical courses in home economics with increased emphasis on home care of the sick, nutrition, child care, cooking, sewing, and home management designed to assist home living under war conditions.

(e). Courses in physics particularly stressing the characteristics of mechanics, heat, radio, photography, and electricity.

(f). Teaching units giving increased emphasis on health in both the elementary and high schools.

(g). Revised social study courses to give a knowledge of war aims and issues as well as actual experience in community undertakings.

(h). One or more units of study dealing with an understanding of the armed forces to provide general understanding and lessen the time required for induction.

(i). Unit pre-flight courses as outlined by the armed forces in the larger schools.

(j). Instruction that will give an appreciation of the implications of the global concept of the present war and post-war living.

Extracurricular Programs to Provide for:

(a). School lunches giving special attention to providing proper nutrition for the child.

(b). Student assembly programs designed to give children an appreciation of the fact that they have a definite part in the defense of the United States.

(c). The contributions of such organizations as Girl Scouts, Boy Scouts, Campfire Girls, 4-H Clubs, Junior Red Cross, and Future Farmers of America.

(d). Student councils and similar organizations to give training to students in the American way of life through active participation.

Health Services to Provide for:

- (a). The correction of physical deficiencies as early and as often as is necessary.
- (b). Physical fitness programs designed to increase the bodily vigor of youth.

Community Service Programs to Provide for:

- (a). Promoting salvage drives, home assistance, farm labor, home gardens, and other community undertakings.
- (b). Cooperating with other community agencies in lessening juvenile delinquency, which increases as homes become broken or disrupted through army service, employment changes, or other causes.
- (c). Utilizing every occasion to give to parents an appreciation of how the schools serve youth.
- (d). Developing a feeling of security by teachers and others in our ideals.
- (e). Cooperating with existing agencies of defense.
- (f). Assistance and understanding in consumer buying.
- (g). Library facilities to make available materials and services that will enable the people to make intelligent decisions on war and post-war issues.

Guidance Services to Provide For:

- (a) Information as to all opportunities and demands for the services of youth in the war effort.
- (b) An inventory of the abilities, aptitudes, and present training of youth to enable them to gauge their best field of service.
- (c) Counseling to aid youth in deciding upon their most useful participation in the war effort, and consequent choice of training.

The teachers of the United States are faced with heavy responsibilities in directing the schools' part in the promotion of the war as brought out in President Roosevelt's statement to the Conference.

DAVID E. WEGLEIN, Superintendent of Schools, Baltimore, Md.

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HOWARD V. FUNK, National Congress of Parents and Teachers.

ROSCOE PULLIAM, President of Southern Illinois Teachers College.

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RICHARD B. KENNAN, Executive Secretary, Maine Teachers Association.

EUGENE B. ELLIOTT, Superintendent of Public Instruction, Michigan.

REV. GEORGE JOHNSON, National Catholic Welfare Conference.

PART I

General Sessions

Official representatives of Federal Government war agencies whose programs touch schools and colleges were invited to speak at the General Sessions. Many requests had been received from educators for an explanation of such war programs. Educators also wanted clear statements of what help Federal war agencies would need from schools and colleges. Speakers in the General Sessions addressed themselves to these ends.

Friday, August 28, 1942, Forenoon

Chairman, JOHN W. STUDEBAKER

U. S. Commissioner of Education

*Schools in Wartime*¹

PAUL V. McNUTT

Federal Security Administrator

Chairman, War Manpower Commission

Only a few weeks ago a boy in uniform walked into a Middle West high school. He wore on his shoulder the insignia of the Army Air Forces, and there was pride in his step. He was home on 10 days' leave, and he was visiting the high school from which he had recently graduated. The principal gave the boy a warm welcome and of course asked how he was getting on in the Army. The young soldier replied, "I'm getting along fine. I'm a sergeant in the air force mechanic service, and, believe me, Mr. Jones, the math course I took from you certainly helped a lot."

Everywhere in our Nation, soldiers and sailors on leave are calling on their former teachers with stories like that. These little incidents bring home to us the new relation of education to a new kind of war. Very few soldiers visited their high schools in the first World War, because only 4 percent of the doughboys of 1917 had completed high school. The U. S. Office of Education informs me that 41 percent of the present Army are high-school graduates. In 1917 a high-school mathematics course was no particular help to a man carrying a rifle. But

¹ Available on a 16-inch transcription from the U. S. Office of Education, at \$2.80.

today's army is an army of experts—trained for special jobs. Nearly every man in a typical "120" men is a specialist at some military job. Both the Army and Navy right now are crying for skilled mechanics, engineers, and radio technicians. War industries are also crying for trained men and women.

One Navy expert even went so far as to say, "When the battle fleets meet in the Pacific, victory will go to the side with the best mathematicians."

The United States Government needs education today as it never did in the history of our Nation. Our schools are part of our victory production assembly lines. Our schools are also part of the Army and Navy training program.

What I said to the U. S. Office of Education Wartime Commission when it was organized just 16 days after Pearl Harbor is even more true today. I asked these leaders of American education to tell teachers and school officials everywhere, "You're in the Army now."

And what an army it is! If the forces of education were to march in review past the White House at standard Army pace 24 hours a day, it would take 160 days and nights for 48 State divisions to pass. If they began to march on Armistice Day, the last company of pupils would come by on Easter.

This great Army of Education has served its country well. No army or navy in the world can enter the conflict with fighters as well schooled as the United States Army and Navy. This counts in mechanized modern warfare. Victory may yet be the product of our educational preparedness. Let us look at what education has done.

In the rush of events, few remember that less than 2 months after the Germans marched into Holland, vocational schools of our Nation called back their teachers from summer vacations. Few know that within 4 months these schools would provide training essential for more than 250,000 workers recruited for war industries.

Few know that more than 1,500 vocational schools have trained some 3 million men and women for work in war industries. Few know that our colleges and universities have provided special training that greatly increased the effective usefulness of more than a half million engineers, physicists, chemists, and management experts.

The great Army of Education has earned its *E* for other extraordinary war deeds.

When the Selective Service System wanted to register 17 million men, it turned to the teachers.

When the Office of Price Administration found it necessary to introduce rationing, the schools of America again shouldered the load.

And last spring the school children of the Nation showed what even grade-school youngsters could do to a paper shortage.

These are distinguished achievements. But they may well rank as small in contrast to the assignments your Government will give to education before victory is won.

The U. S. Office of Education and the Office of Education Wartime Commission are the key channels through which education is being mobilized in the service of the war effort. As Administrator of the Federal Security Agency in which that Office of Education is lodged, I represent the Army of Education. It is in this capacity that I now call on the schools, colleges, and libraries of the

Nation (through the U. S. Office of Education) to shoulder new and heavier war duties.

First, I call on the elementary school children, in particular, to enlist in the salvage campaign. The large commercial sources of scrap have been gathered in. Now the Government turns to pupils—millions of pupils—to scour back yards and attics for iron and rubber and other vital materials.

I also call on all pupils and students to help the Treasury victory savings campaign. Schools already have a splendid record. But the motto now should be: "We have just begun to save."

Every high school should carry out the recommendation of the U. S. Office of Education Wartime Commission to give every student an opportunity to engage in wartime service. I will go farther than that. Every high-school teacher should qualify himself to counsel with his students so that the best capacity of his students may be developed for the Nation's service. Today the Nation needs pilots, mechanics, nurses, navigators, engineers, doctors. There will be no time for a man to feel his way. Little time to plug up the gaps in technical training.

Every high-school student should regard himself as in the reserves. Many advanced students are today in the enlisted reserves but are completing their training. This serves to underscore the importance of technicians to the military forces. It indicates the vision with which our colleagues of the Army and the Navy are planning their part of the job.

There is no excuse for any young man or woman to be in college preparing for any profession not directly useful to the war effort. Through the R. O. T. C. and through student loans to accelerate training in certain technical fields we have the beginning of a national college war reservist program. I hope to see this expanded to the point that every college student is formally enrolled as a reservist.

Some teachers have the mistaken idea that teaching is not war work. The Nation's demands on the Army of Education should correct that misconception. Unless the Army or Navy or war industries draft a teacher for work of higher priority rating, he should stay at his post. It is the patriotic duty of teachers to continue teaching, despite the lure of service on other fronts and despite the lure of higher wages.

It is not only a teacher's duty to stay at his post, but he must expect to carry heavier work loads than in peacetime. Teachers already know something about these extra duties. They know the extra hours for rationing and registration. They know what it means to train air-raid protection workers. But it is quite clear that the school and its staff will play a still larger role in the community as the war goes on. Schools must continue to be centers of learning, but they must also be centers of community service. Schools must be the company headquarters of the home front.

Some of our vocational schools have put over their entrances signs which say, "WE NEVER CLOSE." And they are as good as their word. These schools operate around the calendar and around the clock. I give you that as a slogan for the Army of Education—"WE NEVER CLOSE." I suggest that the school officials, the teachers, and the school boards of our Nation reconsider their programs and their responsibilities. I urge you to put aside any thought

of education as usual. Consider the war needs of your Nation. Consider the emergency needs of your community. Remember that schools in most communities are the best equipped public service centers and have the best trained staffs. Apply your advantages to meet those war needs which can be handled most effectively in the schools. Do not be too strict in your definition of the function of education.

There have been many definitions of education. I will give you a short one suited to this grave hour. Education is the shortest distance between two points. Our Nation today is a contestant in the greatest war of all history. All our energies, all our resources of men and materials, are being mobilized to carry us from the position of contestant to another point—victory. Education can help us to shorten the distance to victory. Our Army and Navy are in themselves huge training institutions. Many of our industries maintain training-within-industry programs. But our schools, colleges, and libraries are the institutions to which we turn for basic training. The better they do their tasks, the shorter the road to victory.

In this total war there are many armies. Every one is vital to victory. None is greater in size or potentialities for service than the Army of Education. I know that the Nation can depend on this matchless force of more than 31 million teachers, pupils, and students to give their country the full measure of loyal service in its hour of need.

The Navy and What It Needs From Education

Dean JOSEPH W. BARKER

Special Assistant to the Secretary of the Navy

It is indeed a pleasure for me to speak upon on the subject, "The Navy and What It Needs From Education." As Mr. McNutt in his opening address said so effectively—the Armed Services of our Nation, today more than ever before, depend entirely for their effectiveness upon the fundamental training of every man from an apprentice seaman to the Commander in Chief.

From the days of the introduction of steam into the Navy, every naval vessel has become more complex, more mechanized from year to year, until today one of those battleships or aircraft carriers is a shell that houses and carries upon the waves of the ocean the most complex mechanical equipment that man's ingenuity can devise. The design, construction and operation of such mechanized equipment are geared to one purpose—that is to deliver the most effective firing upon the enemy. Every part of that equipment needs men who have the fundamental training that our elementary schools, high schools, colleges, and technical schools are giving. Those men with that training are the ones that must be called to serve.

The Navy itself has become one huge school. No officer or enlisted man ever ceases going to school in the Navy. For every man, from lowest apprentice to the Commander in Chief, schools are in session all the time. Just to give you some examples, I would like to outline a part of the Navy's own school program in order that you may see that your individual school programs are integrated to our own specialized education.

When the Navy enrolls a man he is sent to a ground school, and there he is instructed for a very short time in the fundamentals of naval service. The most adequate classification test that we have been able to devise is used to determine the aptitudes and abilities which you people have developed in him. Depending upon this classification, he is then assigned to the various specialty schools that start at the bottom (the elementary schools, Class A) and range over all the types of things which have to be done in the Navy, from a recruit school to schools for becoming commissioned officers. It would take the entire time allotted to me just to list the various schools. From this Class A school the enrollee goes to service either afloat or at one of our shore establishments or airports. At some place in that work he is promoted to a Class B school. When he is ready for promotion from a Class B school, a more advanced course is given him in the field of his specialty in a Class C school. He comes out of his educational system as the backbone of the Navy. At the same time and after completion of a Class A school our Bureau of Naval Personnel affords to him a complete line of correspondence courses in his own specialty in order that he may never stop with his educational process.

When we go to the officer instruction level we have the Naval Academy at Annapolis and the Naval R. O. T. C. in our educational institutions. Because the number of officers provided by these schools were inadequate, the Navy has, together with the Army, established enlisted Reserve Programs. In these programs men are trained on the college level for commissioned personnel without the colleges being militarized. After a boy who desires a commission in the Naval Reserve has finished college, he goes into one of the Reserve Midshipman schools upon satisfactory completion of which he is commissioned.

That is the type of educational program which the Navy is carrying on itself. I speak of it here, that you as educators may take home a picture, in order that your teachers may coordinate their instructional programs today more efficiently and effectively with that which the Army and Navy require. This is a total all-out war. We must take every step to integrate the entire system of education in order that it may more effectively prepare the man from the private or apprentice seaman, in the Army and Navy respectively, to the officer—for those tasks where he can most effectively perform his duties in this war. Education must not forget that it is a vital member in this war. This is a three-team war—the Army, the Navy, and war industry—and we must integrate them all so that the end product is Victory for our side.

One of the greatest defects that we have found with the newly enlisted personnel is the lack of physical fitness. That this should have to be said of this United States of America causes me to hang my head in shame. That young men should grow up through our education system and be unable to meet the physical requirements for admission into the Army and Navy seems to me to cast a reflection upon all that we have been doing for our youth. Every person

who is not able to stand the test of warfare either in the armed forces or war industry becomes a drag upon the war effort rather than an aid to it. In this program which you are discussing, I hope you will give serious attention to the problem of improving the physical fitness of the youth under your charge.

I hope you will continue to increase the emphasis upon mathematics and physics. In the Navy today every man, from apprentice seaman to Commander in Chief, has to have mathematics and physics training.

Military Needs for Trained Manpower

Lt. Gen. BREHON B. SOMERVELL

Commanding General, Services of Supply
War Department

We are engaged in total war.

That is why we are meeting here today. For total war reaches into every phase of a nation's life. Total war is waged not only on the battlefield, in the factory, and in the home. It is waged in every classroom throughout the Nation. Every classroom is a citadel. Every teacher has his part to play.

The job of the armed forces is to win this total war on the battlefield. The job of industry is to furnish the weapons and supplies needed by the armed forces to carry on total war. The job of the schools in this total war is to educate the Nation's manpower for war and for the peace that follows.

I shall repeat. The job of the schools in this total war is to educate the Nation's manpower for war and for the peace that follows.

We can lose this total war on the battlefield as a direct result of losing it on the industrial front, on the home front, or on the educational front. Education is the backbone of an army. This was never more true than it is today—now.

Our Army today is an army of specialists. Out of every 100 men inducted into the service, 63 are assigned to duties requiring specialized training. We aren't getting those 63 specialists through the induction centers. But modern mechanized warfare dictates that we must have them.

Yes, we must have these specialists—these men who know the fundamentals of electricity, who know automotive mechanics, who can operate radios, or dismantle carburetors. Without them, your Army would be an incongruous mass, incapable of attaining any objective.

How badly do we need them? How big is the deficit?

Here are some figures. Listen to these, ladies and gentlemen. For herein is the crux of your Army's need for trained manpower.

On January 1, 1942, out of every 1,000 men inducted, your Army needed 15 who had some kind of training as radio operators. From February 1, 1942, through March 31, 1942, we were getting less than one man per 1,000. We were short then almost 15 men per 1,000 inducted. Think of that! Actually out of

every 300,000 men inducted, we needed 4,689 with training as radio operators. We were getting 135. We were short 4,554.

Out of every 300,000 men inducted, your Army needed 4,501 with training as medical technicians. We were getting 166, a shortage of 4,335. We needed 4,372 telephone and telegraph linemen. We were getting 343, a shortage of 4,029. We needed 1,562 master mechanics. We were getting 14, a shortage of 1,548.

In the entire field of automotive mechanics, which includes many allied subjects, out of every 300,000 men inducted, we were short 10,437. That means a shortage of 34,790 out of every 1 million men. In an Army of 4 million men, that's a shortage of 139,160 automotive mechanics.

Taking only those specialties in which the Army has found major shortages, we find a total of 62,853 lacking in every 300,000 men inducted. That adds up to 838,040 in an Army of 4 million men.

Yes, these shortages of trained manpower—of men trained in the fundamentals of jobs that must be done in a modern army—are serious, much too serious. The situation is not getting better. It is fast getting worse. The specialist field is being combed and recombined. The supply of trained men is dwindling by the day.

Add to this the shocking fact that more than 200,000 men in this Nation already have been deferred from induction into the armed forces because of educational deficiencies—because of illiteracy. These 200,000 men might constitute 15 combat divisions, yet they must be taught to read and write before they can be utilized by your Army.

What has your Army done to meet and to overcome this situation?

It was a simple matter when your Army was small. When we needed specialists, we trained them in Army schools, with Army instructors. There was no premium on instructors. Facilities were ample.

But when we started to expand your Army through the Selective Service, we had to expand these facilities. And with the expansion and the adaptation of your Army to modern mechanized warfare, the need for men with basic specialized training increased. We increased our training facilities. We enlarged our staffs of instructors.

After Pearl Harbor, with the Army rapidly increasing in size, Army facilities were not enough. We contracted for and secured facilities outside the Army, still using Army instructors. But this was not enough.

The need for basic specialists continued to increase. We went further outside the Army. We inducted men who had no basic specialist training but who through aptitude tests showed that they could be developed into specialists. We sent them to civilian schools where they were taught by civilian instructors. They returned to the Army ready to apply their knowledge to its combat counterpart.

But I tell you that even this is not enough. It's not enough because your Army is expanding at a rapid rate. It's not enough because we no longer can create new facilities for training of a noncombatant nature. It's not enough because despite all we've done, shortages of basically trained men whom we must have are mounting day by day. And it's not enough because we're in a hurry today as never before in our Nation's history.

We're in a hurry to put into the field a fighting force capable of overcoming those who seek to destroy everything for which America stands; who seek to destroy America herself. Our job is to teach men to fight. We cannot lose sight of this. We cannot long continue to take the time and facilities needed for this job and use them on a job which could have been done before the induction of men into the Army.

This is your job in this total war. It is the job of the schools and colleges of America to provide the opportunity for every youth to equip himself for a place in winning the war. You must do this, regardless of cost, time, inconvenience, the temporary sidetracking of nonwar objectives, or even the temporary scrapping of peacetime courses.

The schools and colleges of America must become pre-induction training centers for our armed forces, leaving the armed forces free to train men in the combat application of the training that you give.

We cannot win this war unless we mobilize the entire Nation. We cannot win this war unless every man, woman, and child alters his way of living and finds new ways to put his talent and abilities, his body and mind, at the disposal of the Nation. We cannot win this war unless we train every American to make his maximum contribution.

There must be an all-out effort on the education front. Let us be realistic. Every able-bodied boy is destined at the appointed age for the armed services. The tempo of war is such that a complex college education is impossible. Those able to go to college must devote this time to training for the specialized work which the services demand. Those who do not or cannot go to college must begin now, whether they're in school or out of school, to prepare themselves for the tasks which are for them inevitable and unavoidable.

Is this necessary? It is so necessary that all other values depend upon it.

I'm passing on to you, to the educators of America, these lines that every person in the Army responsible for the training of men constantly keeps before him:

Be sure that no American soldier is killed or injured because you failed to do your part to provide adequate training.

No school in America can fail to do its part. There is no compromise in war. You either lose it or win it. America is in it to win. It may be that you can devote only one or two periods a day to the form of pre-induction training your Army needs. It may be that you will be called upon to devote your entire plant and facilities for the duration of the war. It may be that you can provide special training of particular students. It may be that colleges will have to open their doors to the training of men below the college level. But you cannot fail. You cannot fail when the lives of American soldiers depend upon you; when victory itself depends upon you.

If problems of school administration arise, you must find ways of solving them. If more teachers are needed, you must find them. If your teachers need in-service training, the schools and colleges must furnish the training. This is part of an all-out effort on the education front.

Great Britain has adopted pre-induction training as a part of its war program. Russia and Canada have done it. And yes, Germany, Japan, and Italy have done it.

America can do it. America must do it—now.

Professionally trained manpower is needed by your Army today as never before in our Nation's history. Supplying this need is the way in which the colleges of America can take part in an all-out effort on the education front.

The schools and colleges of America must see to it that every boy and girl has been given specific education for military or civilian participation in the war effort. They must build up in youth a real understanding of the issues involved in this war. Guidance must be given youth in the physical, mental, and other requirements for various specializations in the armed forces so that every individual can do that for which he is best fitted.

The schools of America must provide an education—basic reading, writing and arithmetic—for those 200,000 men who because of illiteracy are unable to take up arms for their country. Your Army has neither the time nor the facilities to teach these three R's. It is you, not the Army, who must do the job for which your experience is best fitted.

The schools and colleges of America must help to provide instruction for civilians, both men and women, who will not be called upon to wear the uniform, but whose specialized training can be utilized by the Government. These are the civilian employees recruited by the Civil Service Commission for the War Department in selected occupations.

The schools and colleges of America must help provide technical training which may be utilized in the war effort by men and women now employed in nonessential industry.

How are we going to carry out this program?

The War Department is supplying the U. S. Office of Education with lists of its needs by different categories of specialties. We're telling the Office of Education that we need men with knowledge of physics, mathematics, the fundamentals of radio, principles of mechanics, electrical shop work, automotive mechanics and all the other basic specialized training essential for development of an efficient Army.

But more than just stating our needs, we're preparing outlines and making available technical manuals that will help you in filling these needs.

Based on War Department technical manuals the course includes background knowledge and skill which contribute toward 29 Army occupations. All extraneous material is eliminated. Teaching aids are suggested, references are listed for pupil and teacher, demonstrations and laboratory exercises are listed, visual aids are recommended and problems and projects are given. The material covered by the outline takes into consideration the personnel and equipment problems of the schools.

Bear in mind that this is a 90-hour course. This is 90 hours you have saved your Army. Multiply that by the thousands of men we need with such training. Multiply it by other courses you can give. Surely you will make certain now that no American soldier is ever killed or injured because you failed to do your part to provide adequate training.

Find out what these needs are from the U. S. Office of Education. Go back to your schools and colleges. Determine what facilities you have or can set up to meet these needs. Upon request, submit your findings to the U. S.

Office of Education. That office will tell you how to use those facilities and what aids it has available to help you in their use.

It's up to you, to the schools and colleges of America, to use every means at your disposal to train men and women for direct participation in the war effort.

National Needs for Trained Manpower

FOWLER HARPER

Deputy Chairman, War Manpower Commission

I suppose you are sufficiently familiar with Government processes and Government thinking to realize that every agency in the Government thinks that it has the primary responsibility for winning the war. I need hardly remind you, however, that on any showing at all the problem of manpower, in the last analysis, is the problem of winning a war. As we solve the manpower problem we win; as we fail to solve it we lose.

Now there are certain restrictions in dealing with the problem of manpower which you don't find elsewhere. You break down the over-all problem into its component parts and you find that you have certain liberties and certain latitudes in dealing with other aspects of the problem that you don't have when you deal with men and women and their labor. Production, for example, can be speeded up. If you aren't producing enough and you can figure out ways to produce more, you can become more efficient. Well, now there are certain restrictions in the manpower problem you don't find in the other phases. You can't speed up the production of manpower so much. You have so many people and there is nothing you can do about it; you still have just that many people.

I will throw a few figures at you and I am sure you know enough about figures to realize you can't take them too literally. We haven't gone out and counted individually all the people in this country. They represent estimates based on certain knowledge that are much better estimates than what your statisticians can just pull out of a hat. These statistics are more or less like time tables; they are subject to change without notice. Statisticians have a habit of changing their minds once in a while and making an already confused situation more so. Nevertheless, these figures are the best things we have to go on. Whatever we do with these figures, whatever the statisticians do with them, whatever the War Manpower Commission does with them, whatever the Army does with them, still they can't add up to more than 130 million people. That is all there are.

This Nation has got to revise its general thinking a little bit on manpower. We have always been taught and we have always assumed that we had plenty of everything, that there was plenty of material resources, plenty of facilities to handle them, plenty of brains, plenty of technical knowledge, and that it is a great country with an unlimited supply of manpower. Well, it just isn't true. It isn't true! We don't have enough people. We just don't have

enough men and women capable of doing the things that have to be done to win this war. I don't mean to imply by that that because we are deficient in manpower we are going to lose the war. I mean to bring home the harsh fact that we have got to utilize the men and women in this country to an ever increasing degree and to a greater extent than ever before. Since we can't create more people our job is to assign and allocate and distribute the manpower where you get maximum utilization. In that way and in only that way can we overcome the handicaps of our shortages. It is the only way it can be done.

We have in this country among these 130 million people somewhere around 58 million people in the present total labor force of this country. That includes men in the armed services. It is probably slightly less than that; it probably includes 2 million people who are unemployable and who can't be used at all. Now we have to like the figure up by the end of 1943 by 4 million or 5 million people. We have to get the total figure up around 62 million or 63 million to maintain present production goals.

Where are they coming from? Well, we might get 1 million sifted and sieved out of the present unemployed. I suppose we have somewhere now better than 3 million unemployed. That can probably be reduced to 2 million, to an irreducible minimum of unemployables. Where are we going to get the rest of them? We have got to get several million more people by the end of next year. We have to juggle the people around, shift them from one place to another. There are certain definite requirements in the armed services of the country. Those have to be met. We have to meet those requirements.

Now I can't tell you just how many of the 130 million people in this country are physically able to render armed service. I can't tell you that, but if you do a little guessing and thumb around through the census you can make a fairly accurate guess. You know there have been some figures tossed around the country in the last few months about the ultimate goal of the armed services, about how big an army we would have to have. For very obvious reasons they are nothing but general statements made by the Army and Navy.

Now just do a little thinking on your own and see where you come out. We have got to utilize people who haven't been utilized before. We aren't in such bad shape today on production. We are doing pretty well although the machinery isn't clicking as smoothly as it should and we would like to have it. Of course, we expect to get some temporary shutdowns and temporary layoffs. The conversion process isn't yet complete although it is very far along. You get shortages of critical materials for the time being and you get temporary layoffs and these sometimes rather confuse the situation.

The War Manpower Commission may be registering women for immediate induction into the war industry in certain areas. At the same time some of the plants are closing down because they are short of materials and you have maybe 8 or 10 thousand skilled workmen out on the streets. That looks bad on the face of it but you can understand that. This is a big job. A lot of people are engaged in it and after all you can't expect the machinery to work perfectly all the time. Those wrinkles are being worked out. The fact remains that the total over-all problem is just the same. We still have shortages.

We are getting some shortages now. They are not too serious. I suppose in about 35 major industrial areas in this country we have shortages in some

skills now. We anticipate that probably by October or November that may almost be doubled. There are maybe 60 to 70 industrial areas of widespread importance where there are shortages in certain skills. Right now we have probably 135 or 140 essential occupations in which we have shortages at some place or other. Even so, those shortages aren't so acute that they are alarming. It isn't what we are up against today but what we are going to be up against next year. There are shortages in agricultural labor. There are shortages in pickers for the fruit crops. There was a serious loss in the grape crop out in California because they couldn't get help to harvest them. We may have some difficulty in getting the sugar beet harvest in because we don't have enough sugar beet workers. However, they will get most of the crops harvested.

Vigorous efforts are being made to get people in those areas where shortages are likely to develop. This year's crops are pretty much in the granary. Next year it is going to be a different problem. It will be a big problem next year to get the agricultural labor necessary to harvest the food that it is going to take to support our people in the armed forces. The War Manpower Commission and the Department of Agriculture are looking ahead into that problem and are doing everything possible to make plans immediately. We hope fervently that we will be able to meet that problem, but in the next 6, 8, 10, or 12 months the manpower problem is going to be far more acute than it is now.

Now, as I say, that means we have to use people we haven't used before. One of the great reservoirs in this country is women. Hardly a day goes by but what I am more and more and more impressed with the necessity of bringing women into the war picture—more women in industry—women in the professions, women in skilled trades, women in the armed services. There are about 13 million employed women in this country now in war and nonwar industry. That is quite a few women, but we are hoping and making plans for getting into war industries within the next 18 months as many as 5 million more women. That is a large addition. That will make 18 million or 19 million women at work in this country.

Now your share of this problem, it seems to me, is rather obvious. You have listened to what General Somervell said. This morning an announcement was made by the Chairman of the War Manpower Commission which confirmed in every material respect the statements which were made by the General. The people responsible for the training and the development of manpower in the Government are facing the facts as realistically as possible. They recognize that educational institutions must get into the war effort on an all-out basis. Education as usual, the same as business as usual, is "out" for the duration.

I know all the implications of this policy. Some of them are set forth in the statement itself. Some of them were stated this morning by the General. It means that every able-bodied male student in the secondary schools and on the college campuses must regard himself as destined some time or other, at the appropriate time, for service in the armed forces. Now that does not mean that the selectivity is taken out of the Selective Service System. It doesn't mean that where the Government feels that certain vital training is necessary for a particular student that he will not be permitted to complete that training.

It does not mean that temporary deferments where the Government feels the best interest of the Nation requires it will not be made.

It does mean: (1) that no student merely because he is a student and while he is a student is exempt from a call to arms; and (2) that every able-bodied student must feel that he is vulnerable. He may go into the armed services, be he a doctor, be he an engineer, be he a physicist, be he a chemist. Whatever he may be, he must assume that he is available for the armed services if, when, and as the Army needs his services. It means that under those circumstances the universities must make all their facilities and all their teaching staff available for training in the war effort, not only training men for military service but training men in those special skills giving that special knowledge which will make a direct contribution toward winning the war.

That means some readjustment in thinking, some readjustments in objectives, some readjustments in procedures. That means a great deal of revised planning all along the educational front, but it is a grim reality which I am sure you want to face. These sacrifices that everybody has been talking about are coming home to us now. It is one thing to hear the President tell us that at a fireside chat and we think, "Well, yes, we will have to make sacrifices some time next year or the year after." Sacrifices in the abstract don't hurt so much, but when they materialize, we are shocked a little.

I suppose one of the hardest kinds of readjustments is the readjustment in thinking. Men's thoughts tend to crystallize and are hard to jar loose. Last night about 10:30 or 11 o'clock, when I got down somewhere near the bottom of the stack of things on my desk, I picked up a letter in long hand that somebody had put on my desk so I knew I had to do something about it. I read it. It was very interesting. It was a letter from a girl out in California. She had written to Mr. McNutt in a very chummy and very intimate way. She had said, "Dear Mr. McNutt: I have a problem that I would like to have you help me with. Several months ago I felt I just had to do something to help win this war." She said, "I found out where I could get a job I was qualified to do in the factory and I have been working there ever since. I am very happy; in fact, I am doing something with my hands to help win the war." "Now," she said, "comes along a problem that means a great deal to me. They have readjusted our working hours and they now tell me I have to work on Sunday." She said, "I am 24 years old and I have never done any work on Sunday. I am willing to have my wages cut and am perfectly willing to work many longer hours to help win the war, but the one thing I don't want to be faced with is the alternative of working on Sunday or giving up my work. They will give me Monday off but I want Sunday off. That is the thing that counts."

Well, now, it was not an unintelligent letter. It was a pathetic letter. It was a naive letter, and I took quite a little time in answering it, trying to point out that this swing shift or stagger shift which gave her Monday off and in a couple or three weeks would give her Tuesday or Wednesday off, had the whole thing worked out so that everybody would get a Sunday off eventually because that was the only fair way to do it when you had three shifts working 8 days a week. I tried to explain to her something of the sort of thing I am talking to you about, the necessity for maximum utilization of manpower—and the necessity for continuity of uninterrupted production, and that that

was the only way we could win the war. That meant work had to go on 8 days and somebody had to work on Sunday. I asked her if, in view of the urgent necessity of winning the war to protect the very thing she felt so keenly about, her religious convictions, she could reconcile the situation with her beliefs.

But the readjustment of our thinking, the readjustment of our postulates, is one of the most difficult problems that has to be done. You have heard a lot of grim words this morning. I am afraid that what I have said isn't encouraging. I am afraid that what the General said doesn't make you very happy. I think I know what Washington looks like to people who come in occasionally. It must look as if everybody is running around in circles, stepping on everybody's toes, and nobody knowing much about anything.

I know it must seem as if there is not the complete coordination that you think there ought to be in the Government, that there isn't the smooth-running machinery that we need. There seems to be a lot of confusion and there seems to be some contradiction and there doesn't seem to be that teamwork which is necessary successfully to prosecute a program such as our war effort, but I want to assure you that it isn't quite as bad as it looks. The Government is a big thing and very complicated and it looks sometimes as if we are not going forward. In fact we are. In these past weeks the War Manpower Commission has been doing some very profound work both in thinking and in planning, and, in fact, action. Fortunately occasions have arisen where it wasn't necessary to take any drastic or dramatic action, but you can rest assured that these problems of manpower are being given the most serious thought and most sincere attention. I can say with some assurance that as the situation becomes more and more acute as the war effort is pushed, I think the Government will be prepared to handle those problems successfully.

*The Federal Government's Growing Need for Trained War Workers**

ARTHUR S. FLEMMING

Commissioner, U. S. Civil Service Commission
Member, War Manpower Commission

I am very happy to have this opportunity of speaking to the persons who have come here to Washington for the purpose of trying to obtain a better picture of what is needed in the way of training insofar as this war program is concerned.

Reference has been made by Mr. Harper to a policy statement which has just been issued this morning by the Chairman of the War Manpower Commission after consultation with the members of the Commission. It was my privilege to serve as one of the members of a special committee under the leadership of Dr. Elliott of Purdue who worked on that particular statement. All I want to say is that personally I believe that statement heads us in the right direction insofar as our responsibilities in the war program are concerned.

*Stenographic transcript of Mr. Fleming's address.

I noted with real interest that General Somervell stated what was likewise contained in that particular policy statement; namely, that all those who are physically qualified are destined for the armed forces. If and when you read that statement you will also note that it was the judgment of the Manpower Commission that it will be up to the Army and Navy to indicate just what type of pre-induction training persons who are destined for the armed forces will need. That statement also, however, emphasizes the fact that Government has a responsibility to do a better job than it has done up to the present time in the way of taking those who are not destined for the armed services and doing a more effective job in the direction of indicating to them just where their talents and abilities are needed in connection with this war program, indicating to them just what type of training it will be necessary for them to receive if they are to make the maximum possible contribution to the war effort.

Personally, I believe that there lies one of the big jobs that is ahead of us during the next few weeks and few months. It isn't a job that can be long delayed by any means because if it is it means that we will not be making the most intelligent use of our manpower. But if we think of that problem in the light of the premise on which that statement rests and in the light of the premise which General Somervell gave us it is going to do a lot insofar as changing our habits of thought and insofar as our educational planning is concerned.

I represent this morning the United States Government in its capacity as an employer, and I want to say to you that the United States Government occupies as an employer a very important spot in this total labor market, using the word "labor" in its broader sense. At the present time the United States Government has on its pay roll approximately 2,300,000 persons. It is very, very difficult to predict just what that total will be, let us say, a year from now. The best evidence that we have at our disposal indicates, however, that that total will be somewhere around 2,700,000 or 2,750,000.

That means then that the Government as an employer is faced with the responsibility of obtaining possibly 400,000 persons within the course of a year. That doesn't begin to state the problem because the Government as an employer is up against all of the problems that every other employer is up against in this country at the present time.

Many of you are employers, and you are face to face with very difficult problems insofar as your own personnel are concerned. You are losing personnel to war industries; you are losing personnel to the Government. You don't like it, either, in some instances, and I want to say something about that a little later on. You are losing personnel to the armed services, and so it is with the Government. We are losing personnel to war industries; we are losing personnel to the armed services. The Government as an employer, insofar as selective training and service is concerned, is treated just exactly like any other employer, and it, of course, must be treated just like any other employer. Government service is not, cannot, and will not be a haven for a draft dodger.

That means that not only are we faced with the responsibility of securing adequate personnel to fill new jobs but we are constantly being called upon to obtain adequate personnel to fill old jobs that become vacant by virtue of the loss of personnel to war industries or to the armed services, and I think that I

can give you just a little picture of what that means when I say to you that during the month of June it was necessary for us to make 200,000 placements in the Federal service. Maybe that is a peak month—I don't know. It was the largest number of placements that we have made for any one month up to the present time but not by very much. Right now we are making placements at the rate of 1,750,000 a year. Of course, as you can appreciate just from trying to comprehend those figures, that has placed upon Government as an employer some very difficult and important problems to solve, because most of this obviously is due to the war effort in which we are engaged. In a normal year we would make 60,000 placements in the entire Federal service. Sixty thousand placements over a period of 12 months. Today we are making three times that many placements in 1 month, so you do get some picture of the problem that Government as an employer must face as it thinks in terms of getting the best qualified and available personnel in war jobs in the shortest possible period of time, because we do believe with General Somervell that time is not on our side; and when it comes to staffing the civilian positions of the Federal Government, we believe that it is absolutely imperative for us to go out and get the best qualified and available personnel and to get that personnel in the shortest possible period of time.

As Government faces this tremendous recruiting problem, what are some of the things that it is keeping in mind and what are some of the things that it must emphasize even more than it has up to the present time, and what are the implications insofar as your problems are concerned? First of all, Government is using and must use more and more women in Government jobs. Mr. Harper referred to that as an over-all problem. I am thinking of it now in terms of the problems that Government faces as an employer. Some of our appointing officers are realistic about the necessity for using women in Government jobs. Other appointing officers are utterly unrealistic. They say when we talk with them about using women, "Well, it doesn't seem to me that it is quite possible to use women in this particular type of job." They overlook the fact that either they are going to begin using women in those jobs or they are not going to have anyone available to fill those jobs. They refuse to keep uppermost in their minds the premise on which General Somervell's talk rested and the premise on which that policy statement issued by the War Manpower Commission rests.

It isn't a question of the desirability of utilizing women in particular types of jobs; it is simply a question that we must utilize women in those jobs if we are going to do the job that has got to be done, if the armed services are going to receive the support from the civilian side of Government which they must receive.

Let me say this: that if as you come in contact with appointing officers you become discouraged because of the fact that they say to you, "We don't think that we can use women in this particular type of job," don't become discouraged. Operate in terms of the fact that it is only a matter of weeks or months before those same appointing officers will find it absolutely necessary to utilize women.

As for our vital training programs, they are not something that we can engage in academic discussions about. We have been ingenious (I am thinking

now of Government as an employer) in working women into the types of positions where a year ago no one would have thought of utilizing their services, but we have not been anywhere near as ingenious as we must be in the weeks and months which lie immediately ahead, and I do hope that the educational institutions of the country will adjust their thinking, their guidance, and training programs to what I believe to be a fact. I heard just a few days ago of one of the largest engineering schools in this country that still will not enroll women in engineering courses. Any engineering school that adopts an attitude of that kind just isn't living in the kind of a world that we are living in at the present moment. Women will be used, must be used, as engineers in Government service and in the war industries of the country. All of us can think of a great many other similar examples.

In the second place, Government is using and must continue to use in increasing numbers the physically handicapped. I know that many of you are much concerned with that problem, and I want to say to you that the United States Government as an employer is also much concerned with that problem. Today, the medical staff of the Civil Service Commission is spending virtually all of its time analyzing Government jobs for the purpose of determining just where the physically handicapped can be utilized. All of our regional directors have been directed within just the past few days to get in touch with all of the persons throughout the country who are working on this as an educational and training problem. We must go much further than we have up to the present time in utilizing the physically handicapped, and I feel sure that we will.

In the third place, the Government as an employer must, much more than it has in the past, utilize the services of displaced workers. Now, I am not thinking simply of those who have certain skills. As you appreciate, there isn't a type of position in this country today for which the Government doesn't have a demand. It is necessary for us to recruit literally thousands upon thousands of persons for Government-operated arsenals, for Government-operated navy yards, etc., and it moves right up the line to the top side administrative posts in the Federal Government. But whatever type of position we may be thinking about, Government, as an employer has got to go much further than it has up to the present time in utilizing the services of men who over a period of years have been working for particular industries which are now classified as less essential and which must, therefore, close up.

If we are to obtain the maximum from the utilization of these men and women who up to now have been working in displaced industries or have been working in less essential industries and who are now displaced workers, it means that there is a training job to be done. Part of that job has to be done within the Government agencies. A portion of that job in one instance after another can be handled by the educational institutions of the country.

You say, "All right, it is a nice general statement. We have been getting a lot of general statements in connection with how educational institutions can actually be utilized. How shall we go about it?" Will you hold that question for just a few minutes? I want to discuss that question in connection with all of the Government's problems in the field of recruiting.

Finally, Government as an employer must do far more than it has up to the present time in the way of taking those who are now on its pay roll and train-

ing them and developing them so that they can assume larger and more important duties and responsibilities. That has been a terribly neglected field in Government and in industry. There is a tremendous waste of manpower at the present time simply because of the fact that we are not taking those who are on our pay roll and giving them the training which would make it possible for them to assume more important duties and responsibilities. Instead of that, here we have a job—a \$4,600 job let's say; the appointing officer places a requisition with the Civil Service Commission. "Go out and get us a \$4,600 man with certain types of qualifications." We find it very, very difficult to obtain that particular individual, and right in the organization that placed that requisition is a man who if someone would only work with him, only help him to develop himself, is capable of filling that job; and, instead of going out and trying to find someone with special skills and qualifications, we can bring someone in down at the bottom. If we don't do that, Government hasn't done the kind of a job that will have to be done in the weeks and months which lie ahead; and, as Government realizes more and more the importance of doing that kind of a job, Government is more and more going to turn to the educational institutions of the country and say "Help us do this job which we must do."

And may I say in that connection that one of the reasons the Government hasn't recognized the importance of doing that job is that the level of supervision, or the quality of supervision, within the Federal Government has not been what it should be. All over the Federal Government men in top positions are saying, "If I could only find some people who have real administrative ability, who have real supervisory ability, we could cut out a lot of this red tape; we could eliminate these bottlenecks. Can't you help us find them?" We can't go out and pluck off the trees people with administrative and supervisory ability. That, like everything else, has to be developed, and one of the big jobs that faces Government at the present time is the training and development of its supervisory personnel, and when you can get your supervisory personnel around to the place where they believe that 90 percent of their job is the training of others, then we won't have any difficulty developing the in-service training programs that must be developed within the Federal service. And, may I say to you as representatives of the educational institutions of this country, if you have any resources that you can use for the purpose of helping Government improve the quality of supervision, don't be modest about it, go around and tell Government officials that you have those resources and stay with them until they begin to utilize those resources. That's one of the crying needs that faces Government as an employer at the present time. We know that manpower is being wasted simply because of the fact that supervisors are not working with and training human beings. Somehow or other we have to lick that problem or we are not going to be able to do the job that has to be done in order to win this war program.

These are just a few of the things that Government as an employer must do. I have tried to speak frankly with you; I have tried to recognize the problems that actually exist; have tried to indicate to you in just a brief way how the educational resources of the country can tie in to those needs, but you say "We want specific information," and I don't blame you. If I were in your place I would want specific information. How are you going to get it? By writing to Washington? I am not very optimistic about that because the trouble is that

those of us who are here in Washington may have an over-all picture but we don't have an appreciation of the problems that actually exist out in the field. That's one of the reasons why as an organization we have insisted on delegating all of the authority we possibly could to our field people, because we are in the personnel business; we are dealing with human beings, and you just can't deal with human beings in terms of dogmatic rules and regulations. Every situation has to be handled just a little differently. We have 13 regional directors. If you don't know the regional director within your particular region, will you please make an effort to become acquainted with him or with her (two of them are women). We are trying to practice what I am preaching here as far as our own forces are concerned. We in turn are constantly impressing on them the necessity of their becoming acquainted with you.

Not only do we have these regional offices, but in a great many larger cities such as New York, Detroit, Kansas City, etc., there are other regional offices. Please get acquainted with the people in charge of those offices. Ask them to make it possible for you to become acquainted with the fellow that is running a particular Government establishment. Sit down with him and work out with him a plan which will make it possible for him to solve his management problem.

I have been referring to Government as an employer. The person that I really want you to get acquainted with is the head of that Government establishment that is face to face with all of these problems that I am talking about, that has some of the prejudices (in a good many instances) that I am talking about. Go to him. He will give you more help in the final analysis in planning your own training programs than all of the statements that we can issue from Washington from now until the end of the war. He's on the firing line; he's got problems; you are in a position to serve him, and our people will be delighted to see to it that you have the opportunity of getting acquainted with him and that you have the opportunity of serving him.

I believe that that is the real approach to making sure of the fact that the resources, the educational resources, of this country are tied in to the needs which confront Government as an employer.

I am having put in my office right now a map which spots all of the Government establishments in this country with a hundred employees or more. You would be perfectly amazed at the number. There isn't any part of this country where there is not at the present time important Government establishments. Find out where they are; get acquainted with the top man; offer him your services, and if he turns you down the first time, please go back the second and third time because he may be unrealistic today. Tomorrow, facts will make it absolutely necessary for him to become realistic.

I do appreciate this opportunity of talking with you. Time isn't on our side. This war program will be just as successful as the persons that we place in the war positions. We believe that those of us who are working in the personnel field, and after all that includes all of us here this morning, have the opportunity of making a most important and the finest possible contribution to the winning of this war. We can make sure of the fact that the best qualified and available people are placed in war jobs.

Federal Fiscal Policies

J. WELDON JONES

Assistant Director, Bureau of the Budget

Upon first thought, there seems little connection between the problems and policies of education and the Federal Bureau of the Budget. Yet there *are* connections and they are *not* remote.

During the nearly 2 years in which I have been in charge of the Fiscal Division of the Bureau of the Budget, problems involving important aspects of educational policy have come to us repeatedly. I have been interested in those problems for many personal reasons. On the official side, however, I have been mainly concerned with two sets of relationships. One is the relation between education and economic progress in this country of ours, now so hard-pressed in the battle of survival. The other is the relation between educational finance and the broad problems of public fiscal policy at Federal, State, and local levels.

The Bureau of the Budget has major responsibility for assisting the President in planning Federal fiscal policy. State and local fiscal policies are necessarily of increasing concern to us as the various Federal grant-in-aid programs continue to develop and efforts are made for their expansion.

The Federal fiscal program.—At present, fiscal policies at all levels are dominated by the Federal program of war expenditures. During the fiscal year which ended June 30, the Federal Government spent 28 *billion* dollars for war purposes. For the current fiscal year, war expenditures are estimated at 70 billion dollars. For the fiscal year starting next July 1, they probably will be higher.

These astronomical sums are impossible of comprehension in any ordinary way. They acquire meaning only in the context of estimates of total national productive capacity and income. If we restate Federal war expenditures as fractions of our total national effort for all purposes, we can say that we are devoting about one-third of national production to the war effort at present. This proportion will reach or exceed one-half in the near future. Certainly we intend to reserve only the most limited amounts of resources for the essential requirements of the civilian economy. Short rations will become the rule for many goods and services.

The financing of the war program is obviously a problem of great difficulty. If that program, for example, were to be financed entirely through current taxation of personal incomes, an *average* tax rate of more than 50 percent on all incomes without exemption would be necessary. I am not advocating that the war be financed entirely through current taxation, or that personal incomes should be the only object of taxation, or that high incomes should not be taxed more heavily than low incomes. What I *am* saying is that if we are to spend half of our national income for war, means must be found by which half of the national income will be made available for that purpose.

The principal ways in which the Federal Government can secure dollars for war purposes include taxation, borrowing from individuals, and borrowing

from banks and other financial institutions. Obviously we have choices here. Some of these choices are more dangerous than others. In particular, borrowing from the banks, which does not cut individual consumption, can be a very dangerous method of government finance. On the other hand, heavy taxation and borrowing from individuals are the safest methods of finance in our present situation, because they alone drain off the funds with which individuals would otherwise attempt to buy a diminishing supply of available goods and services.

It is the challenge of fiscal management to find the right combination of measures to fit the difficult circumstances of the time.

The State and local fiscal situation.—The outlook for increasingly heavy Federal taxation is depressing to all of us who are responsible in any degree for the maintenance of essential social services, whether at Federal, State, or local levels. At present, however, the cash position of most State and local governments is the best it has been in a long time.

War prosperity has eased the problem of relief, and improved tax collections in almost all areas. In both income and outgo, the States have benefited more directly and more largely than the cities, but cities generally report the lowest tax delinquencies in years. Total revenues of States and cities combined were at least 5 to 10 percent higher in fiscal 1942 than the record 10-billion-dollar level of the year before. During the same period expenditures were probably below the 9-billion-dollar level of the previous year. This is partially due to the fact that war scarcities have put a stop to much local public construction.

This prosperity for local government may be temporary, but it is nonetheless real. In some cases it is so conspicuous that local taxpayers have had every incentive to seek tax reductions, and very naturally have done so.

Last fall, the Director of the Bureau of the Budget discussed the fiscal situation of local governments in an address before the American Municipal Association. The Director pointed out that the favorable financial situation was temporary and that it arose largely from the postponement of expenditures which eventually must be made. He advocated caution in current expenditures; he urged payment of debts, no reduction in tax rates, and the building up of reserves for the day of reconstruction. Similar policies have been advocated by others, notably committees of the Council of State Governments and the Governors' Conference.

Most State and local governments are following the policies of reducing debt and accumulating reserves which have been urged upon them.

Many important sources of State and local revenues now show signs of drying up. Gasoline tax collections are declining in most States and seem certain to decline greatly in the country as a whole. The lessened flow of consumers goods will shortly be reflected in lower collections from sales and business taxes in many States, unless the rates are increased.

On the expenditure side, State and local governments are beginning to feel the effects of the increases in prices of goods they buy and of wages to their employees. Moreover, war demands are bringing new duties and new responsibilities to local government, as you all know.

In the days ahead, all of the reserve financial strength that can be mustered by State and local government will be needed. It seems clear that the proper policy should be one of maintaining tax revenues so far as possible, of spending

them cautiously and only for essentials, and in general of preparing for an active part in the work of reconstruction when peace returns.

There exists a further serious import, in these combined policies, upon which I do not need to dwell before this group—the close relationship between democracy and the future of local government. The long-run importance of maintaining local government in a position of financial solvency cannot be overestimated. Only by so doing will it be possible for local government to continue to undertake large responsibilities in these changing times. The policies which the State and local governments now pursue will undoubtedly determine very largely their ability to choose policies and to take a constructive part both in the war and in the post-war period—in short, to maintain their future independence of action.

Financing education now.—As the most costly of the local public services and the one which is most often separately financed, education presents special problems for discussion. Other speakers will doubtless report to you in far more detail than I can upon the current financial situation of the schools. I can only indicate a number of important considerations which seem relevant at this time.

First of all, however, I should like to say as vigorously as I can that I regard education as a service which is essential at all times. In some ways, it is more essential now than before the war. In many parts of the country, children of school age during the last war were seriously handicapped in the race of life. I hope that we shall not repeat again the mistakes of that period. Obviously it will not be possible to maintain all aspects of school service on an unimpaired basis, but at least we should hold the impairment to limits as small as possible. If we must retreat on some parts of the educational front, we should counterattack on others.

So far as I have been able to learn, the financial developments affecting most city school systems have been relatively favorable in recent years, although sudden concentrations of population for war employment have often caused financial emergencies as well as shortages of facilities in some areas. Special action has often been required. With the declining enrollments in the secondary grades which seem certain to come this fall, and with the scarcity of teacher personnel and the consequent unfortunate necessity for larger teaching loads, some reduction in operating costs may be possible.

In general, it would seem that city school systems should follow the policies which are advocated for other local governments, namely, caution in expenditures coupled with maintenance of essential services and, whenever possible, the accumulation of financial reserves. Undoubtedly, the pupil load in secondary schools will increase considerably in the immediate post-war period. The difficulties of that period should be anticipated.

Rural education presents a problem distinctly different from that of the city school systems. Everyone who knows this country well realizes that the children in country schools have always been the stepchildren of our educational system. In cities, the school situation fluctuates slowly between fair and good in response to economic conditions, but in many rural areas it is bad all the time. In 1933 it became worse, and it was necessary for the Federal Government to step in with emergency aid before several thousand rural schools could reopen.

For all I know, we may be facing an equally critical situation in the rural schools this fall, but for entirely different reasons. I gather that teachers are being drained away from those schools by the thousands for work in the war industries. Patriotism is a part of the motivation. The desire for a decent living is another part.

So far as patriotism is a factor, I feel that we should say definitely to the young women who have had enough missionary spirit to teach in country schools that the most patriotic thing they can do is to stay at their posts. In addition to their responsibility to a fateful generation, there will be no lack of war services in which they will have an irreplaceable part, right in the schools where they have been teaching.

The wage factor is another matter. Salaries in many rural school districts have been grossly inadequate by any reasonable standard. No one can deny that such salaries should be raised. They must be raised if the schools are to be staffed by teachers who are prepared for their work. To do so would in no way be inconsistent with the President's general policy for the stabilization of wages. Rather, this is one of the cases where substandard wage levels must be brought up in order to obtain and to retain personnel for essential work. This statement applies particularly to those areas where salaries in the open country schools range *downward* from \$600 a year.

The fiscal outlook for education.—Aside from the rural problem, the present financial situation of the schools seems safe enough. Over a longer period, the outlook may be different. In a recent public document, I came upon the following statement, which may be significant:

It seems to be the common opinion among the experts in school administration that within another 12 months public schools are likely to face a financial crisis such as that faced during and at the close of the first World War.¹

If this opinion is soundly based upon a valid analysis of present facts and trends, it is certainly of major importance to anyone concerned with fiscal policy or education. To test it as a prediction, let us first remind ourselves of the facts as to the financial history of schools during and immediately after the first World War.

When we declared war in April 1917, American education was in the midst of a period of extraordinary expansion. The last States to require compulsory school attendance were just falling into line. Public secondary education was also coming into its own; during the war prosperity of 1916 and 1917, school districts all over the country went into debt to build new high-school buildings. The schools thus went into the war period in a financially vulnerable position, and at a time when public education was much less firmly established in public esteem than it is now.

After we entered the war, school budgets were cut in a few instances by local boards of limited vision. Almost immediately, however, war loads on the schools began to multiply and the same cycle of teacher losses and shortages developed that is now taking place. Since the schools were then dependent even more than now on real estate taxation, revenues did not increase rapidly, yet the schools felt impelled to raise teachers' salaries. After the war, prices

¹ 77th Cong, 2d Sess., S. Rept. 1548, p. 5.

and salaries continued upward for a time, while school revenues continued to lag. The result was the financial crisis in education of the first World War.

In retrospect, it seems clear that that financial crisis had two main causes. Partly it was caused by a short-sighted attitude toward education as an essential public service. Even more, however, education was an unwitting victim of our general failure to control the forces of inflation.

If the prediction which I quoted a few moments ago comes true in our present case, it will be because we have again failed to control inflation. Obviously the prediction will be realized if the schools are again caught between costs of school operation that rise rapidly and revenues that increase only slowly or not at all. On the other hand, if we can succeed in stabilizing the cost of living at its present level, the pressure for higher costs of school operation will be minimized, and the predicted financial crisis may be indefinitely postponed.

The battle against inflation.—As compared with the first World War, our record so far in this war in controlling the cost of living is very much better. By December 1917, when we had been at war 8 months, the cost of living was 37 percent above the level of the years 1913–14. It is now about 17 percent above the average level for the years 1935–39.

At the end of the first World War, the cost of living was 65 percent above pre-war levels and it continued to rise until the index reached 210 in June 1920. Partly because of our experience at that time, we are now much more conscious of the inflationary dangers that ride on the flood of wartime government expenditures. It was precisely to head off such a development that the President announced 4 months ago a seven-point national economic program which included heavy taxation; stabilization of prices, wages, and profits; the rationing of scarce goods; investment in war bonds; reduction in installment buying, and repayment of debts.

Parts of this program have been placed in effect. Legislation for other parts, notably the tax program, is under consideration by the Congress. Further steps are actively being prepared, as the President stated at a recent press conference, and will be announced by him within a few days.

The battle against inflation can be won. If it is to be won, however, the undivided support of every citizen is needed for the drastic measures which are required.

Winning the battle is important to everyone, but it has a special importance to all educators. Inflation can be more dangerous to education as a public service and to teachers as a group than to almost any other service or group. The reason is the simple fundamental fact that education is financed more largely than any other public service from local real estate taxes. During any period of rapidly rising prices, those taxes always lag far behind. There is always the chance that they will never catch up.

Conclusion.—I have tried to indicate the main outline of our domestic fiscal front as it affects education policies. I have suggested three major objectives: first, the maintenance of school finances to meet the impact of war and of possible post-war economic upheavals; second, the preservation and, where possible, the improvement of the standards of education despite the economic handicaps imposed by war; and third, the prevention of runaway inflation with

its disintegrating and chaotic results. It is unfortunately only too true that our present situation with respect to inflation is one of real danger.

Support for the program of the President is the way out of this potentially dangerous situation. Without support, that program will not be self-executing. If it succeeds, we can continue to build on the foundations of school support which we now have. If it fails, the financial problems of the schools will be made immeasurably more difficult for as far ahead as we can see.

Friday, August 28, 1942, Evening

Chairman, Capt. WATSON B. MILLER

Assistant Administrator, Federal Security Agency

Federal Organization of the War Effort and Its Relation to Education

WAYNE COY

Assistant Director, Bureau of the Budget

I come here this evening with mingled feelings, with pleasure and trepidation. The pleasure stems out of appreciation of an opportunity to take part in this interesting discussion of the role of public education in the Nation's fight for life; the trepidation arises from my awareness of the immensity of the subject which I have been asked to discuss, and the difficulty any person has and must have in giving an over-all picture of the shape and pattern of the governmental organizations for war.

Essentially the war job is that of unifying and coordinating all of the manifold activities of our economic lives. In the service of the Nation there is need for gigantic armament production. It is a job which requires primarily the ability to judge accurately and fairly the phase which all the economic interests of the country—business, labor, and agriculture—must play in the war program. In normal times, if indeed we have had normal times, it has been the business of Government officials to exercise this kind of judgment and to perform these tasks.

While the necessities of the war program have intensified these problems of Government, the essential character of these problems has not been materially changed. Of course, the technical and engineering problems are somewhat different and they require the services and advice of hundreds of specialists who have had little if any previous contact with the Government, but their presence in Government is only an intensification of a process which has been going on for more than a generation.

Similarly, if decisions are to be made which affect vitally the interests of great economic groups those groups should be represented in the process of policy-making and administration. That is true of labor, agriculture, small business, big business, and all of our diverse functional groups. Once again, however, we must recognize that this policy of representation has been growing for a good many years and has been increasing gradually in the Government during the past decade, but it is important here to make certain vital distinctions. Since representation of this sort is initially incorporated as a part of the governmental process, those who represent the various economic groups do so openly, consciously, and with full provision for similar representation of conflicting interests.

There still remains the equally vital task of coordinating, exposing, and compromising the conflicting views of all of these representations in the public interest. There is an understanding today of the fact that large problems require the consultation and cooperation of many organizations and agencies having special understandings and special functions. Old symbols like red tape and bureaucracy have somewhat spent their force. The realization is slowly dawning that no one can overnight become an expert in foreign affairs—I might add tax affairs—military and naval strategy, labor relations, production, etc. If there is to be Government with any effectiveness and any continuity there must be a complex system of organization to meet the complicated needs of our time.

More apparent every day is the importance of trained public men who understand the functions of that organization, who understand the interrelationship of its agencies, who can thus utilize the special services for which it exists instead of being confused by the very knowledge that it exists, as many men are. The fact that we have had to employ so many technical men oftentimes in policy-making positions instead of positions for which they are eminently qualified and because of the fundamental conflicts and points of view of men, the job of securing cooperation of the various Government agencies is made extremely difficult.

I know of no better illustration of what I mean by the conflict of minds of men than the conflict illustrated by two excerpts from Max Werner's book, "Battle for the World."

All military force must be appraised with an eye to the financial balance sheet, for the efforts which a Nation can and must devote to its security are necessarily limited. An insurance premium must not ruin him who pays it A country that ruins itself over its armaments, drains itself of the energy necessary to use its arms A 75- or 77-millimeter shell, costing 150 francs can destroy a tank worth a million. This particular aspect of the principle of the conservation of energy throws light on the relative value of guns and tanks. Money is the source of all force.

The hollowness of those words cannot better be evaluated than by repeating again the comments of Werner:

It was a fantastic situation The generals failed to grasp the fact that defeat is the greatest expense a Nation can incur, that while one shell worth 150 francs may destroy a tank worth a million, 5,000 tanks worth 5,000,000,000 francs can conquer a country with a national wealth running to many hundreds of billions of francs, as actually happened in the spring of 1940.

The French general thought that total defense of his country and freedom of his countrymen came about in the stiff, cramped manner of a book-keeper. We of the United States cannot fail to have enough rubber, steel, aluminum, etc., because the cost of the insurance is too high. It has been our good fortune, because of the passage of the Reorganization Act of 1939, that the Government has had available organizational powers which could be adapted to the undertaking which was made necessary by the war emergency. Thus, in the main, as they arose or were foreseen, functional problems could be handled by new institutional tools. In the main these new agencies have come out of one of the five sections of the Executive Office of the President provided for in that legislation, the Office for Emergency Management, and through the redirection of the purposes of the overlying agencies of the Federal Government. This part of the structure, the Office for Emergency Management, was specifically devised in order to afford machinery for handling and to cope with whatever type of situation might arise.

I should like to refer again to the fact that the Reorganization Act was passed in 1939. Let me retrace my steps a bit because I have gotten ahead of my story. I want to talk a little bit about the shape and as to the pattern of our executive Government today in comparison with that which existed prior to 1940. In many respects the old-line executive departments and independent agencies are the same in name and outer structure that they were then. One may cite the Department of Agriculture, the Department of State, Treasury, Commerce, Justice, and Interior, and such Agencies as the Federal Security Agency, the Interstate Commerce Commission, United States Tariff Commission, and others. But while the outer form may be the same in nearly every instance the inner institutional structure has been distinctly modified. For example, the Department of Agriculture has been adapted to the prosecution of the war.

For all this the primary purpose of all those agencies was the conduct of affairs in peacetime. When war came we had immediate need for new instrumentalities, for special tasks. There is a law in physics which is called the independence of the function of the tool. The illustration which I remember having been given in my own school days was that if you wanted a good saw you did not try to combine it with an auger.

This is pertinent for in this war more than ever before we have needed special tools. This war calls for an extraordinary number of specific technical tasks of performance of function or institutions of control. This has necessitated the creation of a wide variety of agencies to perform these special and highly important war jobs. These are the agencies which have to a large extent been the organizations for the emergency and which have been created by the Executive Order of the President or by the Commander in Chief of the armed forces.

Examples of such agencies include War Production Board, the War Shipping Administration, the Office of Price Administration, the Board of Economic Warfare, the Office of War Information, and others equally relevant, which I shall not take the time to name. In nearly every one of these instances the present organization is not an overnight creation of some great new instru-

mentality. It is the present form, after trial and error, of an agency which began to function when Hitler started his blitzkrieg almost 3 years ago tonight.

Perhaps as good an example of the growth and changes that could be offered is that of the present War Production Board. Let me sketch briefly the chief effort in its development. In 1916 the Congress passed an Act creating the Council of National Defense, composed of cabinet members as ex officio members of the Council to aid in its operation. The Act authorized a National Defense Advisory Commission, membership to be appointed by the President, the functions of which would be advisory rather than directive and executive. Prior to our entry into the first World War, President Wilson availed himself of the services of this Advisory Commission.

In the late spring and early summer of 1940, President Roosevelt determined to recreate the Advisory Commission. As you will recall, he called to membership Stettinius, Knudsen, Hillman, Davis, Budd, Henderson, and Miss Harriet Elliott. In this form and under the law of its creation the Commission had no chairman. The powers were advisory without any authority to act in an executive capacity. Earlier demonstrations have indicated the effectiveness of its enterprise.

As threats of war grew more pressing the need for an instrumentality to control production, one which would have the right to initiate and administer, became increasingly apparent. This resulted in the creation early in 1941 of the Office of Production Management. Mr. Knudsen was director general, with Mr. Hillman as associate director general, and an acting secretary of the staff was established. So very definite forward steps were taken in gearing together the Nation's resources, human beings and material, for effective national defense.

When Pearl Harbor transformed this country from the arsenal of democracy into the active champion of the democratic way of life, there came still further need for the management of production and tools. Accordingly, early this year the President, under the powers of the Office for Emergency Management, set up the War Production Board with Donald Nelson as chairman.

In the past 6 months a new problem has arisen. Now there is a new phase upon the emergency and a new form of instrument is required to cope with it. No longer are we confronted with the problems of conversion of the Nation's manufacturing plants from peace to war. The War Production Board did an excellent job on this. Now the problem is that of the resources themselves, the materials, manpower to process them, and transportation to keep them in flow to the point of need. Not only is this a problem within the Nation itself but it is also a problem confronting all the United Nations which are battling for the survival of a free world.

This is bringing us still further in the adaptation and development of what has been done before. More recently we have put into operation a Combined Production and Resources Board, a Combined Food Board, a Combined Chiefs of Staff Board, the Combined Raw Materials Board, and the Combined Shipping Adjustment Board. Truly we have moved from a national administration of the war effort to meet the United Nations' concept of this war. It may be that as the fight goes on still other needs for administrative devices may arise.

In all fairness to the Government, of which I am a part, it should be said that this conversion process is not applicable to Government alone. There has

been over-all improvement within industrial organizations, universities, schools, trade unions, and thank God there has been—or at least I hope there has been. Here again the improvements that have been made are not enough. Continued improvement must be made if these organizations are to survive, and upon their survival depends our survival as a people.

Speaking again of the Government, the conversion which has been accomplished has been largely conversion of the formal organization of the Government, but no matter what the organization, the machinery of the Government will not work satisfactorily without men and without the minds of men. The final successful conversion of Government, as in industry or in trade unions or in the universities and schools, depends upon the conversion of men's minds.

Faulty organization and inadequate administrative methods are the cause of some of the mistakes of our Government but even the most perfectly constructed organizations and procedures will not eliminate the trouble spots, for organizations and procedures are only what man makes of them, and I include here the employees of all of those institutions. Men must find a will for action that is attuned to our awesome needs. One of the very real difficulties in finding this will for action lies in the intangibility of Government affairs. It is very difficult for those of us who work in Washington, as it must be to those of you who labor in the schools of this country, to see at the end of the day the lost battle lines that should have been held, the enemy resistance that should have been overcome, and the damaged air forces that need reinforcements.

The soldiers and sailors viewing the damage at Pearl Harbor needed no Robert's Report to tell them that all was not well with their administrative system, but it is very difficult in Washington to take aside a bureau chief or a lawyer or a stenographer and say "Look, a hundred men were wounded today because of your delay."

The main problem of Government, as it must be in the schools of the country or in business organizations or trade unions for that matter, lies in our general inability to grasp the fact that the enemy is upon us though we cannot see his fire. To keep our Government channeled in the direction of democracy is the great responsibility of America today. In order to meet the difficulties thrown up by modern industry, governmental activity has been constantly widening for decades. That growth was accelerated by the problems of the 30's. It is unnaturally great during these days of war, but there can be little doubt that even when the present threat to our country is over Government will play a larger role in our lives than it has ever played in the peacetime past.

The why's and wherefore's for the growth of Government are familiar to you. Government is developed in response to needs demonstrated by experience. This was true 143 years ago when Congress established what may be called socialized medicine for merchant seamen by passing the Seamen's Act in 1798. Similar pressure led to the establishment of the Interstate Commerce Commission in the 80's; of the Federal Reserve Board in 1914; of the regulation of the stockyards in the early 20's, and I am sure that pressures of that same kind are going to result in a real boom as to the part the Federal Government shall play in education in this country.

The complexity of our industrialized civilization is the explanation of the expansion of Government. That is a plain, unmistakable fact, and that fact

cannot be ignored but neither can we ignore the problems it raises. It is obviously true that a large centralized government may become a threat to the freedom which we cherish. There are terrible examples today of how the controls of governments have been turned into instruments of brutal tyranny, but the fear of this need not carry us into the camp of defeatists who say that strong governments in Italy, Japan, and Germany have led to tyranny; that it is inevitable that the expansion of government in the United States will lead to tyranny. There is nothing inevitable about it. There are many restrictions that may be used to create opposition, but whether they are so used depends on the will and courage of the governed people. In many nations the army has been used to bring about military rule, but our history refutes any suggestion that the establishment of a large army must inevitably lead to military rule.

The great task of our times is to build a Government strong enough to meet the complicated difficulties we face but to build it so we don't lose our democratic traditions. There is no ready-made solution. The job will only be done through persistent effort, the continued inventiveness of our citizens, and leadership afforded by educational institutions. Already we can begin to see some of the outlines of the approach. We can see it in an avoidance of the danger of overcentralization by the establishment of regional authority, such as in the pattern of the Tennessee Valley Authority. An example of how the public is being kept informed of what is being accomplished by the Government may be found in reports of the Lend-Lease Administration filed with the Congress every 90 days, or the reports on progress of production release through the Office of War Information. The Senate Committee investigating the national war progress is another illustration of continuous democratic control over the most intricate problems of Government.

We must make constant progress in this direction. There is still a host of difficulties in seeing that the power of Government is not used oppressively by overzealous officials, but we must perfect means for obtaining adequate information of what Government is doing to insure intelligent public criticism. A dictatorship controls all channels of information and opinion, undertakes to simplify the problem for the mass of the people by a ruthless process of sifting dispatches and an elimination of facts in order to insure a unified picture to conform to the official political doctrine. We reject a theory of government which holds human intelligence in such low regard. We are convinced that any political system which so frankly relies for its strength on control over the common man will be destroyed by an explosive force, by human intelligence so released.

People who must determine the position on which their own security depends have a right to information as full and complete as the freedom of the press can secure for them, but people in a democracy deserve more than facts; they deserve intelligent leadership from all the forces in our national life; they deserve an interpretation of events which, while reflecting the trends of opinion inherent in a democracy, recognizes the public character of its responsibility.

Those difficulties have to be overcome. The meaning of our very existence depends on keeping the American Government a democratic government.

I have no doubt that public men of this country can perform the sheer physical work of analysis, organization, and execution required to meet and

conquer the present crisis in our affairs. But that alone will not suffice. The job of Government that lies ahead involves more than obtaining for 130 million people the right to eat and sleep and reproduce; the job of Government calls for securing and making safe for the 130 million free men and women the great democratic traditions, the qualities of freedom and tolerance in their country. That is the job which faces us today. I pray God that we are awake to our responsibility.

The Agricultural Part of the War Program

Hon. CLAUDE R. WICKARD

Secretary of Agriculture

Your profession has had much to do with deciding whether America wins or loses its present fight for survival as a free Nation. From the educators, the men who are doing the fighting and the civilians who are supplying them have drawn much of their beliefs about the worth of the system we are fighting to preserve. From educators they also have learned habits of thinking and working which are now being put to the tough test of war.

From you this year, 30 million students will draw their mental and emotional pictures of what goes on and how and why in this Nation's war. They will receive instruction on the duties of the civilian family in wartime. In millions of homes your leadership will leave its mark during the months ahead. So I felt duty bound to accept John Studebaker's invitation to counsel with you this evening on the agricultural part of the war program. The Nation needs your understanding of this and every other part of the war program. The Nation needs your help in making the program effective.

Dr. Studebaker tells me you want to know the purposes of the agricultural program and how the Governmental part of it works. I am glad to tell you. I will also, with your leave, give you some of my ideas on how you may join with the agencies of the Department of Agriculture in helping make the program work.

Neither you nor I can operate the agricultural part or any other part of the war program for civilians, any more than we can operate the military program. Ultimately, the soldiers and sailors and marines have to make the military program work. Ultimately, the farmers and workers and homemakers have to make the civilian war program work. The part of public servants is to help the farmers and workers and homemakers do the ultimate job. In the Department of Agriculture offices and laboratories we do not grow food or fiber; we do not ship it, or process it, or store it, or feed it to families. We simply help farmers grow food and fiber, help other people process it into the proper forms and get it to the place where it is to be used. We help consumers put it to the best use for health and strength to fight their part of the war.

The farmers whom we serve with various Government aids have done a magnificent job of production this year. After surveying the wartime needs for food and fiber for our fighting forces, our allies, and our civilians, we set up a goal of 6 percent more total farm production this year than last year. Last year's production set a new high record for all time, on top of a previous new high record established in 1940. It looked like a superhuman assignment to set a new record for the third year in a row. But farmers have done it. Present indications are that they will go 9 percent above 1941 in total production for a breath-taking new production total. How breath-taking, you will realize from the fact that it is 25 percent above the average for the 5 pre-war years, 1935 to 1939.

The production has been a planned production for war purposes. It has been in accordance with goals set a year ago now and revised after Pearl Harbor. The most vital victory on the farm front has been the huge increase in oil crops, offsetting the loss of 1 billion pounds of vegetable oil imports shut off by war in the South Pacific. The great food and raw material weakness of the Axis is lack of fats. If we can keep a good balance of these vital substances, as we have done this year, it will count heavily for eventual victory. Hardly less notable among the farm victories of the 1942 campaign is the all-time high record for production of animal protein foods—milk, meat, and eggs. These are the foods most craved by fighting men, by hard-working civilians in this country, by the fighting forces and the war workers of our allies in England and Russia. They are getting these foods from American farms. Also, near-record quantities of fruits and vegetables are coming from those farms. As for the bread grains, we continue to have a siege-proof supply of them. As a matter of fact, our crop of wheat is so great we are having trouble in getting it all under roof.

Crop acreage is up from 332 million last year to 340 million this year, and the forage harvest is a huge one. There have been few idle acres in America this year. There have been fewer idle hands on American farms. The farm families, and I mean women and children as well as men, are working the longest hours of any group in the country. They have to in order to make and harvest the biggest output of all time. The supply of hired labor steadily grows shorter as the military forces take the young men, and both younger and older men are drawn into expanding war industry.

Many factors played a part in this year's record farm production. Most important, of course, was the cooperation and devotion of the farm people. They learned this cooperation through 9 years of operating a National Farm Program. This cooperation enabled the 6 million families to act as one in operating their farms so as to reach the goals set by the Department of Agriculture. Another factor in the record production was the devotion of the farm people. They knew what their war job was and they went at it with a will surpassed by no other group in the country. A third factor was the farming skill accumulated through a half century of schooling in the world's greatest agricultural educational system operated by the colleges and schools represented here cooperating with the Department of Agriculture. They had the great advantage of having on hand a great store of reserve feed accumulated in the Ever Normal Granary which they had built through the National Farm Program. They had fertility stored in the soil through the conservation phases of the

National Farm Program. Not least among the favoring factors was the best growing weather, taking the country as a whole, in more than a decade.

Most of these favorable factors will persist into 1943—the discipline and devotion of the people on farms, their know-how, and a heavy reserve of feed and soil fertility. But the weather is, of course, an uncertain quantity. We can't expect it to stay favorable all through the war. And a good many handicaps which war brought in mild form this year will be present in aggravated form next year. Military service will draw off still more young farm men. Some more will go into war industry perhaps. Steel for new machinery will be scarce. Nitrogenous fertilizers will be less plentiful. The tires will be wearing out on trucks and other necessary farm equipment.

But even though it will be a harder pull than the hard pull of this year, we are going to have to ask for stepped-up production in several lines. I cannot now give you the detailed goals for farm production in 1943. We must do a much more precise job in calculating goals this year than we did last year, for the resources we have must be applied so that every hour of man labor and every acre of land will make its maximum contribution. We can't afford in 1943 to grow things that will not be needed. We can't afford not to grow the things that will be needed.

The process of formulating the goals begins with what happens half the world away across the seas. In this war, the total food supply of the United Nations has to be regarded as one great stockpile, to be used as the common needs dictate. The first step in setting the marks for American farm production is to see what needs of the United Nations must be supplied by the United States. This survey is under way now by the Combined Food Board of the United States and the United Kingdom, on which I represent the United States, and Mr. R. H. Brand of the British Food Mission represents the United Kingdom. We will report our calculations on world needs for United States products to the Foods Requirements Committee of the War Production Board, of which I serve as chairman. On this committee are represented, besides the Department of Agriculture, the Army, the Navy, the appropriate branches of the WPB, the Lend-Lease Administration, the Board of Economic Warfare, the State Department, and the Office of Price Administration.

The Board, drawing on information from each of these agencies, will calculate American needs for the military forces and the civilians. Then, combining our own needs and the needs of our allies, it will report to the Department of Agriculture the total needs for the various crops and livestock.

The Department will then establish the goals for production in each farming line. It will set up a schedule of aids in the form of AAA payments, Commodity Credit Corporation loans, and support price levels bolstered by the Agricultural Marketing Administration's Lend-Lease purchases and buying through the Food Stamp program, for school lunches, and for Red Cross use. These aids will be designed to help farmers make the needed switches among the various lines of crop and livestock production. They also will give farmers the assurance needed for sustained high production.

The national goals then will be broken down to State goals. The State goals, and the aids in the form of payments, loans, and support prices will be reported to the State U. S. Department of Agriculture War Boards. The War

Boards were established 15 months ago in each State and county. The members are the head officers of Department agencies located in each State and county. The purpose of the Boards is to bring together into a close-knit team all of the Department workers and services so they may be of maximum service to farmers. The State War Boards will report county goals to the county USDA War Boards.

Farm by farm in each county, the goals will be translated into crop and livestock production schedules for each farm. This will be done by farmer AAA committeemen, elected by their neighbors. They will take to their neighbors the story of the goals for the county, and ask each man to carry his share of the responsibility for each line of production, by signing up a farm plan for 1943.

Then will come the long slow pull of meeting the production schedule on 6 million farms. The wartime services of the Department of Agriculture are available to back up the skill and the energy of the farm families at many points. For financing, they may draw upon the facilities of the Farm Credit Administration if they have bankable security. The less fortunate farm families are financed by Farm Security Administration loans. These loans, by the way, constitute one of our greatest wartime means of tapping unused manpower. The lower income farm people have not had large enough production to provide full-time work for the family the year round. Many of them have lacked the know-how of farming or have been in poor health. The Food for Freedom call opens opportunities to them for new lines of larger production. The Farm Security program helps them accept the opportunity, and their greater production helps reach our goals.

For technical knowledge of how to produce the most per hour of work and per acre of land, all farmers draw in wartime as never before on the Extension Services. They also get from the Extension Services, through the wartime system of 800,000 volunteer neighborhood leaders, information on the whole farm program, and its relation to the whole war program. This educational arm of the national agricultural public service is working at top speed and with customary effectiveness. For technical know-how in the conservation methods which increase production, and for some actual technical services, farmers in soil conservation districts call upon the aid of the Soil Conservation Service.

Aid in putting electricity to work at the Food for Freedom job, goes from the Rural Electrification Administration to more than a million members of REA co-ops.

When the crops get ready for market, the great variety of marketing helps—market news service, grading and standardization, and regulation of the public markets and practices of operators in the trades are available from the Agricultural Marketing Administration. Beyond that, the AMA in wartime is providing help by establishing markets for new crops where there were none before. An example is the egg marketing program in the southeastern States which has greatly expanded the egg production there by providing an assured commercial outlet.

These are some sketchy examples of the way in which, through the State and County War Boards, the services of all Department of Agriculture agencies are focused on helping farmers meet their production goals. New services are being added as the need arises, administered through the War Boards, and often-

times in cooperation with agencies of Government outside the Department of Agriculture. Commodity Credit Corporation has made special arrangements to provide peanut planters seed peanuts and seed soybeans of the correct varieties for the great expansion in these crops. CCC also has provided prefabricated grain bins for sale to farmers whose wheat otherwise would have had to lie on the ground. Arrangements for pooling of truck transportation are being made through the War Boards. The AAA program has made it possible to raise great quantities of winter legume seed in the Pacific Northwest, and get it into the hands of farmers in the Southeast who need it desperately in order to make up for the shortage of nitrogenous fertilizers.

The War Boards as War Boards perform many wartime services for farmers in addition to organizing and coordinating the services of the individual Department agencies. As agents of the WPB, the War Boards certify applications for building materials to put up farm structures. The War Boards organize salvage campaigns for scrap iron and other materials. The War Boards will handle the rationing of machinery and materials if such rationing becomes necessary. There are literally dozens of such special war jobs for the War Boards to take on.

Adequate labor supply is the Number One wartime problem of farmers. Acting under directives of the War Manpower Commission, and with the help of an arrangement with the Mexican government negotiated by the State Department, we are moving to give help in solving this problem. We are providing Government aid in transporting both domestic and Mexican workers into areas of critical shortage. Given authority and funds by Congress we hope later to expand this program greatly. It will supplement the services of recruiting labor carried on jointly by the United States Employment Service and the War Boards, through the farm labor subcommittees. Other supplemental services operating in part through the schools are bringing townspeople and husky boys to the farms at critical seasons of peak labor load. We will need all these aids and more if we are to reach our goals in 1943.

The wartime food job does not stop when the product leaves the farm. It has only begun. Food is not truly produced until it is on the table before the soldier or the worker. In between are a multitude of processing and transporting and storing operations. The Department of Agriculture's services are called upon time after time along this road from the field to the mess hall or the dining room. The buying of food for Lend-Lease shipment to our allies is the job of the Agricultural Marketing Administration. A huge job it is. A business of some \$5,000,000 a day. It involves far more than the buying. It requires making arrangements for the establishment of new processing plants to turn out the kinds of food needed in wartime. We have had a part, for example, in expanding the cheese plant capacity, the capacity for manufacturing dried milk, dehydrated vegetables, and dehydrated meat. These products save precious shipping space, and step up the amount of food we can get to our allies who are holding the fighting fronts.

Department of Agriculture services extend also to informing homemakers—the quartermasters of the home front—on what they should serve their families in order to fit the wartime necessities of the Nation. Also, of course, through the work of the Bureau of Home Economics, and the Extension Service,

our services include informing homemakers on how to prepare the foods. In addition, we have made available a great variety of wartime information on home preserving of home-grown foods, on conservation of household equipment made of scarce materials, in fact on a thousand and one matters of wartime household management. In these lines of work we cooperate closely with the Office of Defense Health and Welfare Services, the Office of Price Administration, and the Office of Civilian Defense.

I have just touched on the highlights of our wartime job, and how we are organized to do it. I have omitted any description of the work of the Forest Service in protecting the Nation's timber supply, and finding new war uses for wood. Nor have I made even mention of the vast amount of research of value in replacing scarce materials, and helping the armed forces carried on by the Department's scientists.

In closing, I want to offer a few suggestions for teaching programs in the different departments of your schools and colleges which it seems to me will speed the progress of the war program.

To the social scientists I offer the proposition that it will be extremely worthwhile to give the boys and girls of today a clear understanding of how a democracy wages war on the food front. I urge that you place before them the facts about how the farm people have organized themselves for collective action, and how they draw upon the Government services to agriculture for help in doing their production duty.

The whole story of farmer self-discipline and intelligent use, farm by farm, of the complicated array of services is one of the best proofs that can be advanced of the ability of a democracy to do an efficient job of production while retaining individual decision and initiative. The farm record gives the lie to the Axis sneers at the efficiency of democracy. The facts about it should be taught to the students in the social science classes as one means of deepening and broadening their faith in the American way of doing things.

To the vocational and other agricultural teachers here represented it is not necessary to give a catalog of the jobs ahead. For in your own States and localities you know them much more intimately than I. Place by place there will be coming along a succession of campaigns for farmer action on various fronts. In some places it will be the urge to feed wheat in order to step up livestock production to the limit. Everywhere, the call will be for help in machinery repair campaigns so as to keep every last workable machine in working order to replace dwindling manpower. There are going to be literally scores of special campaigns—expansion of hemp acreage in some Mississippi Valley States to replace the manila rope no longer available to the Navy; winter legumes in the Southeast to get nitrogen from the air; Victory gardens everywhere; long staple cotton for parachute rigging; and so on and on. In all of these special situations I know we can continue to count on hard and effective work by agriculture teachers and I want to express my gratitude for your cooperation with the USDA War Boards.

The home economics teachers too have a large and important wartime assignment. Though our total food output is the largest on record, the need for our food to supply our fighting men abroad and at home, and our allies is record-breaking also. The civilian population at home must govern its eating

by the needs of those at the fronts. That means that we won't have everything we have been accustomed to. No other group can do more than the home economics teachers of the country to help American households adjust their meals to war. You can bring about the substitution of plentiful cheese and dry beans and poultry for the beef and pork that we must remove from civilian consumption so it may go to soldiers and sailors and British and Russians. You can let millions of families know through your students about the urgency of eating fresh fruits and vegetables instead of canned so as to conserve tin and supply our troops and allies. You have dozens of such educational jobs cut out for you.

In closing I want to say to John Studebaker and to your group that the Department of Agriculture will be delighted to have you call on its people for help in framing your wartime curricula and providing materials for use in your schools.

We must all work together to help farmers and homemakers play their part in America's fight for freedom.

Saturday, August 29, 1942, Forenoon

Chairman, Rev. GEORGE JOHNSON

Director of Education, National Catholic
Welfare Conference.

School Cooperation Needed by State and Local Defense Councils

JAMES M. LANDIS

Director, Office of Civilian Defense

It is now almost 9 months since the Japanese attack on Pearl Harbor hurled us headlong into the war. Two circumstances attendant upon our entry into the conflict have changed American life. One is the danger of enemy attack on American soil. Pearl Harbor in December, Dutch Harbor in June, and continuous sinkings of ships just off our Atlantic and Pacific shores have dramatized this possibility. It is the business of civilian defense to help Americans everywhere take necessary precautions to protect themselves as well and as quickly as possible against this possibility.

The second circumstance is America's urgent need to arm herself for the

offensive. Munitions plants, airplane factories, shipbuilding yards, and every kind of arsenal of war are drawing our people to them by the thousands and millions. Problems of where to live, how to keep in good health, how to meet the rising cost of living, assail these millions of war workers and also the millions who are not directly engaged in war work. It is the business of civilian defense to help all Americans to have more and better food, to improve their health, to keep family life intact, and so to speed production in spite of the stresses and strains, the changes and dislocations brought on by the war.

To accomplish this twofold task of protecting Americans against enemy attack and helping them to mobilize for the offensive, civilian defense needs the aid of every school and college president, administrator, and teacher.

In this changing world, leaders in education have an increased responsibility to their students and to their community. A clear first duty of theirs is to protect their own student body, their faculty, and the physical plant of their institution. They have accepted this obligation in peacetime, as evidenced by the normal use of watchmen, campus police, and building superintendents. Now, war has brought the abnormal dangers of high explosive and incendiary bombs, gas, and the hysteria which often accompany bombardment. Calm analysis indicates no reason for undue alarm that American campuses will undergo the shock of these attacks, but prudence and common sense remind us to take the ounce of prevention.

How are students and faculty to obtain increased protection against the increased dangers which the war has brought? The answer is "by volunteers, drawn from both the faculty and student body." These volunteers may have a definite campus unity, but whatever the type of organization, it must be integrated into the organization plan of the appropriate governmental unit, be it city, county, or State. This official connection assures the greatest flexibility in mobilizing the total services if attack is threatened. Such a relationship must be established before Federal protective equipment will be granted. Should compensation for injuries of civilian defense workers be extended by State or Federal action, it can be provided faculty members and students only if they are enrolled members or training members of the local civilian defense organization. Likewise, only such officially recognized persons will be allowed to wear the insignia which permit them to be on the street in time of emergency.

The size, location, and nature of the campus will determine whether the school or college should organize a complete protection unit. The institution which has a large campus with a large student body and faculty, or which is remote from the nearest city, will find it desirable to organize for itself a complete civilian protection unit, including a branch Control Center and a Citizens' Defense Corps, and all or a large number of the services of civilian protection.

On the other hand, the campus which is comparatively small, compact, surrounded by the community, will more appropriately organize itself as any other Zone or Group in the city's own defense organization. It may well be that in many communities school and college people will be asked by their local councils to specialize in group feeding, and emergency clothing and housing, since campus buildings make excellent emergency receiving centers for evacuees.

Once the organization is working, remember that no one can be always on the alert without loss of efficiency. Consequently there must first be intensive work on all phases of the protection problem until every worker is aware of his responsibilities in case of attack, and until there has been sufficient training and practice of protective services for the best plan of action to become habitual for all responsible persons. After that less attention can be given to the program of protection, only being sure to practice at frequent enough intervals for the protection squads to maintain essential skills and for drills to become routine for the entire student body.

Campus organization should find every means, then, of cooperating with the local defense council. It should consult with the local council to determine what types of contribution faculty and students can make to the war drives of city, county, and State. It should recruit volunteer workers on the campus. There should be on most campuses a separate group of volunteers working on each of the major war services, such as salvage, consumer interests, and transportation. At Hunter College, where 7,000 students are widely scattered over New York City, the college Civilian Defense Volunteer Office has cataloged all students according to the zones in which they live, so that they can be quickly mobilized for work on any one of these programs. Every school or college should be a similar reservoir of volunteer workers for civilian defense. The success of most of the national war programs such as rationing and salvage depends upon the immediate availability of just such a reservoir.

Educators are perpetually seeking ways to combine academic preparation and practical experience in the college curriculum. Civilian defense activities may open up new opportunities for such practical experience. Engineering students may learn about building construction by working under competent supervision in the selection of air-raid shelters for the community. Future dietitians, health educators, public health workers, and physicians who daily face local problems of consumer education, can improve health and nutrition in the community, combat local disease hazards, and improve the physical efficiency of war workers. Future teachers, psychologists, and other child-care specialists can contribute to the development of nursery schools which will in turn help make possible the release of 5 million women needed in industry during the coming year. Future social workers, engineers, and municipal officials can help provide adequate living facilities and normal community life for more than 4 million migrants whose efficiency is being limited because they do not have satisfactory places to live. Students properly supervised can make surveys and improve housing and transportation conditions in crowded cities.

Certain of the general, nonspecialized courses may also be adjusted to wartime demands without loss and with actual benefit to the curriculum. Brooklyn College, for example, has incorporated the recommended "First Aid" instruction in its health-education course for freshmen, with the impressive result that over 2,000 students are certified in "First Aid" in a year. The American Association of Junior Colleges reports that many of the junior colleges throughout the country have incorporated such courses as "First Aid," "Home Nursing,"

"Nutrition," "American Ideals," "South American Relations," "Contemporary World History," etc., as a part of the regular curriculum of the college.

One institution to our knowledge, Converse College in South Carolina, has sought the cooperation of local citizens and army officials at nearby Camp Croft in planning a series of nontuition courses for soldiers. A total of 97 evening and Sunday afternoon courses in a great variety of subjects have already been offered with instructors provided by Converse College, Spartanburg Junior College, the local high school, and from among the citizens and soldiers from the camp.

When you as administrators have done all you can to help your faculties and students organize to protect themselves and to put their shoulders together behind these war programs, you will have fulfilled your first wartime obligation.

The second and far greater responsibility of administration and faculty alike is that which they owe to the community. In peacetime, this responsibility has frequently been greatly neglected. I have seen professors expound the necessity in a democracy for every individual to vote and then themselves fail to go to the polls. They turned from public speaking and political science to public sleeping and political silence. Of course, many teachers have met and more than met their community obligations, but I have known many who have shirked them. They have been willing to "grant an interview" or "oblige the audience with a few well-chosen words," but they were not willing to do the door to door drudgery as necessary to effectuate the policies that otherwise lie dead in the classroom.

The cruel sword of war lays bare our imperfections as a dentist uncovers a nerve, aching and exposed. In the factory, laxness is sabotage; on the firing line, carelessness is traitorous. At home, negligence is suicide.

It is swift suicide for our whole school and college system if the administrators, professors, and students alike do not realize quickly that this is no time for "town and gown" to be separated. It is going to take every ounce of our energy and many quarts of our blood to win this war. There will soon come a time when the men and women who do not give everything they have to win it will lose the respect of their neighbors and, incidentally, the support of their State legislatures and city governments.

There is no necessity for this suicide. War also brings its opportunities, and the opportunity for schools and colleges to prove their indispensability to their community is through civilian defense. Administrators and faculty are in almost unique positions to aid their local defense councils and council committees.

They can make a major contribution to civilian defense by assisting State and local programs of training. A group of presidents of colleges and universities in Tennessee helped the State Defense Coordinator plan a training program which has become a model. Training started with a 5-day Civilian Defense School at Peabody College. Students at this special school were the president, a dean, and 5 or 6 members of the faculties of each of 14 institutions. Their instructors were specialists in war gases and incendiary bombs. These teachers were provided by the Army, Edgewood Arsenal, and other War Depart-

ment Civilian Protection Schools. After completing the 5-day course, these "students" returned to their 14 different schools and colleges where they set up training schools for local people from communities all over the State. Now, the 4,500 local persons have returned to their communities, formed defense councils, and trained 225,000 workers in civilian defense. These men have quit talking war and begun to act war. Their motto is, "Fewer slogans and more slugging."

Similar plans have been developed in other States. The Texas State Defense Council, for example, arranged with North Texas Teachers College to organize a school during the summer session of the College for 725 public-school teachers who will serve as instructors in local communities. Oklahoma Agricultural and Mechanical College provided a Fire Defense School which trained instructors in fire defense for the entire State. Ohio State University in cooperation with the Ohio Defense Council, sponsored an Institute on Civilian Mobilization which brought together 600 civilian-defense leaders interested in the war services programs—health, nutrition, consumer interests, housing, recreation and physical fitness, volunteer offices, etc. Florida Agricultural and Mechanical College for Negroes has recently cooperated in a 12-day school sponsored by the Florida Defense Council for Negro civilian-defense workers of the entire State.

School and college teachers have special skills which can be of almost inestimable value to their communities' protection and to their mobilization for the offensive. Virtually every department of a school or university can furnish experts to local defense councils and council committees.

Greatly in demand are administrators, deans, or department heads experienced in instructional method and in school organization who can organize State and community schools of instruction.

The heads of the various branches of service in the Office of Civilian Defense and other wartime agencies are conscious of several points at which there is immediate need for guidance to regional, State, and local communities. In each instance, this guidance must be given by men with specialized training and experience in certain technical fields, and who have also made particular study of the application of their specialized knowledge to civilian-defense problems. In order to facilitate these services men with such technical training are being attached to regional Civilian Defense offices.

However, these men alone cannot meet all the demands for advice and help. State Defense Councils need more recruits from college and university faculties—competent persons who can be volunteer consultants to State and local communities.

The problem now is particularly one of training—training for millions of volunteers throughout the country for civilian protection and for the full range of essential civilian war services. This makes necessary an increasing number of schools and competent persons to supervise them.

We need specialists in problems of municipal government to advise cities regarding the necessary readjustments in public services such as the fire department and police department to meet emergency needs and to maintain normal peacetime efficiency under the present strain of wartime conditions.

Engineers can advise local councils on the selection and planning of shelters. There is no general plan for the construction of shelters in all popu-

lation centers, but strategically located communities should make the best possible arrangement without excessive use of new materials of which there is a shortage, and without outlay of money. This problem is essentially a local one, and the need for dependable advice is great.

Designers and engineers can advise on problems of camouflage and protective construction in areas where such protection is considered desirable.

Chemists can advise on problems related to protection from war gases, serve as State Gas Consultants and as Senior Gas Officers in local communities, in the detection of gas in food, water, and air, and delimit areas to be decontaminated after an attack.

We need medical officers trained in the medical phases of chemical warfare, and instructors for groups of physicians who wish to prepare for the handling of casualties. Such specialized consultants are already being selected and are rendering service under the leadership of the Medical Division of the U. S. Office of Civilian Defense.

Health educators and others competent in first aid can cooperate with the American Red Cross in instructing large numbers of college students for emergency service in areas of attack.

Local councils need speakers, group discussion leaders, radio program directors, and directors of dramatic groups to organize speakers bureaus, lead discussion groups or give speeches, train discussion leaders, and develop radio or dramatic programs which will improve morale and encourage citizens to cooperate in various phases of the war effort.

The State Speakers' Bureau in Michigan, organized with the cooperation of the Department of Speech at Michigan State College, has enlisted the services of 1,600 speakers, including many college professors and students throughout the State. These speakers are on call for any group desiring a speaker on any subject related to Civilian Defense activities and other war interests. They are actually supplying speakers for about 6,000 groups per month.

Specialists in journalism and commercial art can advise and assist local officers or committees responsible for informational or publicity activities.

Some institutions have made their entire "communications system"—including college newspaper, radio station, extension division and field-service representatives—available as media for the dissemination of civilian defense information. There is need for advertising men and women and for journalists who can help in the development of local news stories, in arranging pictures and window displays and in planning radio programs dealing with local activities.

Nutritionists, home economists, health educators, and agriculturalists can advise defense committees on problems of consumer education, nutrition, and health, and the improvement of civilian food supplies. Too large a percentage of the men called into the Army under Selective Service are rejected as physically unfit for military service. Surely this is a challenge which teachers trained in health will rise to meet!

Physical education and recreation specialists can contribute to the planning of community programs for the improvement of physical fitness, for wholesome programs of community recreation, and recreational activities for soldiers and sailors.

Schools and colleges, education and educators will reassume their traditional community leadership if they exploit their present opportunity to serve their communities in the hour of need. You can do more than act in advisory capacity and on committees of the defense council. You can *offer new courses* which are now needed. Many colleges this summer are giving courses designed to speed the intelligent planning of community war services.

Some of them are "Consumer Education," "Health Problems in a Nation at War," "Community Leadership in Nutrition," "Canteen Services," "Courses for Nurses' Aides," "Emergency Social Welfare Service," "Child Care Centers," "The Role of the School in Wartimes," "Vital Issues in War and Peace," "The War and Its Significance," and "Psychological Adjustments in Wartime." Usually these courses were open not only to the professional but also to the lay public.

The motto of the educational system of China is "Education is the best defense of the Republic." It is our job, as it is China's job, to educate more people, train more people, improve the health of more people as the war goes on. China's government of scholars has increased the will of China's people to fight by increasing the number of things worth fighting for. We must do the same, until America's millions have a full and deep understanding of the fact that men who are meant to be free should fear slavery more than death.

The war *enlivens standard courses* in political science, economics, and history with fresh meanings. You can now have the inspiration that comes from teaching students who recognize the importance of the subject. To retain this recognition on the part of your students, you have only to do what good teachers have always done—simply show the past in such a way as to give added significance and meaning to the present.

Our nations are traveling down dark ways. The light of history, like car lights on glass-studded road markers, can illumine the signs put up by the past and save us from many pitfalls as we go forward.

In all your courses, it is your obligation now as never before to find out the truth, and your duty to speak it. The educational system owes no debt to special interests, and none should stand in the way of a fair, straightforward presentation of fact and truth.

These are a few of the ways in which college and high-school professors can make their special training strike a heavy blow at the Axis. But if it happens that the need in your community is not for your peculiar talent but for plain old "main strength and awkwardness," get in there and give it to them.

During the first World War, I remember one day seeing a distinguished English writer who had lived in cleanliness and comfort all his life, hard at work de-lousing a group of three grimy soldiers who had just returned from the front. In that moment, I had more respect for him than at any other time during the months I had known him.

The lowlier the job your fellow citizens see you performing in the public interest, the higher you and your institution will rise in their estimation. In their eyes you will be more learned, more dignified, and more deserving of support than ever before. You are acting now for patriotic reasons, but after the war is won you will reap a full and complete reward as surely as you will from the war bonds you are now making sacrifices to buy.

The Government's Seven-Point Program For the Control of the Cost of Living

A. H. FELLER

Deputy Director, Office of War Information

Phrases, like knives, lose their cutting edges through constant use. The phrase "total war" is a good example. We have heard it so often, and for so long a time, that we tend to forget what it really means; if indeed, we ever knew its real meaning. A "total war" is one in which every single man, woman, and child is engaged. Whether we have reached that stage is open to some doubt—as Elmer Davis put it the other day: "We are only ankle-deep in the war." But of this there can be no doubt—we cannot win this war unless we make it total war; unless each and every one of us takes up our assigned battle station.

Perhaps the reason why we have not reached the stage which we must reach, is that we have not yet realized our parts in the war, have not been able to see through the smoke and fog of battle where our stations are. We know that there is a fighting front, but not all of us can enlist for its service. We know that there is a production front, but there too participation is limited. It is the third front—the home front—that we seem to know least about, and our ignorance stems from our failure to perceive the mission of that front.

What is its mission? In part, it is to furnish volunteers for the numerous services—air-raid protection. Red Cross, nursing, rationing boards, bond drives, etc. Yet this part, important though it be, is only a relatively small part of the mission, and can only absorb a relatively minute fraction of the population. The great mission of the home front is to furnish and preserve a strong and stable economic base for the whole war effort.

The mission of a military force does not become clearly defined unless it is told the character of the enemy which it must encounter. What are we of the home front up against? War brings about a tremendous increase in production. That means more wages, more salaries, more dividends. At the same time, it means fewer and fewer things to buy, as the goods produced for civilian consumption get less and less. With more money to spend and less to spend it on, prices begin to go up. Once on their way, they go up faster and faster. Higher prices bring demands for higher wages, and higher wages force prices up still higher. The race between wages and a mounting cost of living begins; the race in which nobody wins and which can bring only exhaustion and collapse to the runners.

This has happened in every war. In this war, the danger is infinitely greater than ever before because the war itself is so much greater and its appetite for materials so much more voracious.

A few figures will show you the nature of the enemy which the home front must meet. It has been estimated that the national consumer income for 1942 will be 113 billion dollars. Taxes and savings will take about 29 billions off this. This will leave spending money amounting to 84 billions in the hands of our

people. What could they buy with this? The total available goods and services for civilians in 1942 has been estimated to amount to only 75 billion dollars. Eighty-four billions in money to buy 75 billions in things! And next year the gap between things to buy and money to buy them with would be even greater. Because remember that we have only just begun to produce in real volume and that the proportion of our national income devoted to war is still some distance from the 50 to 60 percent which is our goal.

This was the situation confronting us when the President announced the National Economic Program on April 27 last. He told us then that we must do 7 things, and they are so important that even though you have heard them many times before, they must be repeated again and again. He told us that we must:

1. Tax heavily and hold profits down.
2. Fix ceilings on prices and rents.
3. Stabilize wages.
4. Stabilize farm prices.
5. Put more billions into War Bonds.
6. Ration all essential commodities which are scarce.
7. Discourage installment buying, and encourage paying off debts and mortgages.

These points are as intertwined and interrelated as the strands of a rope, and, like the rope, the strength of the policy as a whole depends on the strength of each of its strands. While we hold prices and rents from going upwards, we must check the rising tide of consumer income by preventing excessive increases in profits, farm prices, and wages. To the extent that consumer spending power has outstripped the available supply of goods and services, we must draw off that excess by heavier taxes, greater investment in War Bonds, restrictions on installment buying and accelerated paying off of past debts. Some commodities, perhaps many commodities, will be too scarce to permit everyone to buy as he pleases, even after excess spending money has been drawn off. These we must ration so that each can get his fair share.

It is safe to assume that by this time all of this is thoroughly familiar to you. You know about the dangers and consequences of inflation; you know the President's program. You might well say that an audience of teachers and educators, the traditional victims of rising living costs, should know this better than anyone else. But, you may say, isn't this program a job for leadership? The levying of higher taxes and the revision of the parity formula on farm prices are up to Congress. The OPA has the job of fixing prices and administering rationing. The War Labor Board has been given the task of stabilizing wages. Where do we, the American people, fit into this? What is there for us to do?

Yes, the OPA Administrator has the power to issue orders placing ceilings on prices. But he is in the position of a man sitting on a boiler lid while a full head of steam is developing inside. Unless the steam is drawn down, the time will come, and soon, when the lid will be blown out of sight and all of us along with it. The drawing off of the steam is the job of the people. *We* have been given the assignment of putting all we can into War Bonds, of paying off our

debts. *We* will have to pay the heavier taxes, forego increases in the prices of things we sell or in the wages we receive. It is not enough merely to suffer these things to be done unto us—to take the tax blank or the ration card with only a muted grumble. The heavier tax or War Bond payment, the foregone wage or price increase, or dividend check, the surrendered Sunday pleasure ride, is *our* positive contribution. It is up to us not merely to accept the sacrifices which are ordered but to offer a greater sacrifice and to expect its acceptance by Government, as does the aviator or soldier who volunteers for the most dangerous of missions.

It is we also who are the buyers of that rapidly shrinking supply of civilian goods. One of our assigned tasks in the fighting of the war is to do without things to which we are accustomed. Foregoing a new suit or pair of shoes, making old things do, conserving existing clothes and household equipment may not seem a particularly glamorous way of participating in the war, but it is an essential part of it. The less we buy, not only the more for our fighting men, but the less the danger of runaway inflation. It was once said that they also serve who only stand and wait. In this war standing and waiting is not enough, but it must be said again and again that they also fight who do not buy unessential things.

Here then are the things we must do:

Our daily lives must be organized on the basis of rigid self-denial. Our living standards must be reduced, and on our own responsibility. We cannot wait for Government edicts forbidding or regulating the use of each and every article.

We must buy less. Each article we have must last longer. Just as the machine tools in the factories which once worked 8 hours in a day now must work 24, so the suit which once would have been destined for a year's wear must now last 2 or 3. Whatever we buy must be paid for in cash whenever possible. Installment buying is inflationary.

We must learn the ceiling prices under the OPA regulations and refuse to pay more. We should refuse to deal with black market operators and price violators. The meager, temporary advantage of getting a little more than our fair share, may mean the collapse of our national effort if multiplied by a million cases of violation.

Investment to the limit of our abilities in War Bonds is a solemn duty to the Nation.

Ready and willing acceptance of the stabilization of our positions is as necessary as the acceptance of the post of danger by the soldier—low, reasonable profits for the business men, no-higher-than-parity prices for the farmers, no general wage increases for the wage earners.

What has been asked of us is little indeed compared to our stake in victory. In the words of the President:

Ask the workers of France, Norway, and The Netherlands, whipped to labor by the lash, whether the stabilization of wages is too great a "sacrifice."

Ask the farmers of Poland and Denmark, of Czechoslovakia and France, looted of their livestock, starving while their own crops are stolen from their land, whether "parity" prices are too great a "sacrifice."

Ask the businessmen of Europe, whose enterprises have been stolen from their owners, whether the limitation of profits and personal incomes is too great a "sacrifice."

Ask the women and children whom Hitler is starving whether the rationing of tires and gasoline and sugar is too great a "sacrifice."

I need hardly tell you the task of the teacher in this program. The President has called for nothing less than the total mobilization of the people, and without the teacher, the people cannot be mobilized. It is you who must expound, counsel, and guide. Government has outlined what must be done, but it is you who must rally the forces of the home front which in the last analysis must do what needs to be done.

We are particularly fortunate in this war that we have no substantial body of defeatists in our midst. We know that we can lose the war, but we, all of us, know equally that we can and must win. I regret to say that such unity of opinion does not seem to exist with respect to the campaign against rising living costs. We have economic defeatists among us, plenty of them. From the moment the President's program was announced, a chorus of "It can't be done" was raised in some quarters. Some of these cries came from those who ignored the simplest lessons of elementary economics, some from the faint-hearted, and some from short-sighted seekers for special privilege who somehow believed that *they* could win in the inflationary race even if everyone else lost. At times these voices have spoken so loudly that some mistook them for the voices of the American people.

One of the tactics of the economic defeatists, whether witting or unwitting, is to give lip service to the idea of the seven-point program, but to focus attention on its lack of progress. If the War Labor Board is slow in developing a general formula for stabilizing wages, then the defeatist tells us that there is no use in even thinking of controlling farm prices. If the OPA is forced to raise the price ceiling on this or that commodity, the defeatist cries that all is lost, the inflationary spiral has got us, and we might as well surrender. What would we think of a newspaper which headlined only our military defeats and tucked our victories into the back pages? Yet, all too often the progress in our war against rising living costs goes unnoticed while our setbacks make front page news and furnish the grist for leading editorials.

True, we have not moved forward as fast as we would have liked to. Economic mobilization could no more be accomplished overnight than could military mobilization. A national wage policy is only now emerging, but the fact is that it *is* entering. Excess profits legislation has taken a long time to come through, but the House has passed a 90 percent excess profits provision. There is some violation of price ceilings and some ceilings are being moved upwards, but we do have general price control over thousands of commodities, and by and large it is working.

Let me give you a few figures. From March 1941 to March 1942, living costs of wage earners and low-salaried workers in large cities advanced 1.1 percent a month. In the first month after the General Maximum Price Regulation became effective, they advanced only 0.3 percent, and in the second month 0.4 percent. These increases, it is important to note, were due almost wholly to rises in items exempt from price control. Exempt prices rose 2.4 percent the first month and 1.6 percent the second month, while controlled

prices actually declined 0.8 the first month and rose only 0.1 percent the second month.

Another indication we can look to is the index of prices paid by farmers for the things they buy. That index advanced every month but one from April 15, 1941 to May 15, 1942. But since the latter date the index has remained unchanged.

Of course, there is no room here for the slightest breath of complacency. The whirlwind of inflation has not been destroyed. For the moment, we have bottled it up, but we must do more, much more, to prevent it from breaking loose and roaring with devastating violence across our economic landscape. Part of the reason why the General Maximum Price Regulation has worked is that both retailers and consumers were well stocked with goods as a result of the 1941 buying spree. Pretty soon, retailers will have to replace their stocks at wholesale prices higher than they were last year. Pretty soon the average consumer will again come into the market to buy more things. It is then that the explosive force of excess spending power will exert its pressure. Before that time the vague spots in the program must be clarified, farm prices and wages stabilized, an adequate tax program enacted. Nonetheless, we know now that inflation can be controlled if we have the determination and unity of purpose to control it. We can expect the forthcoming message of the President to provide the necessary basis for definitive action all along the line.

There are cynics who say that the prevailing American belief is, "Let George do it." There are those who say that this mood has changed sufficiently so that now we say, "I'll do it if George does too." It is up to us to belie the cynics, to show them that in time of national peril the average American will stand up and say, "I'll do it even if George doesn't."

The American people must drown out the voices of cynics and economic defeatists. They must cry out what they really believe—the battle against rising living costs must be won to carry on the war and to preserve us from collapse; it can be won, and it will be won by the vigorous, coordinated application of every one of the seven points of our National Economic Policy.

How Schools Can Participate in the Victory Savings Campaign

ROBERT W. COYNE

National Field Director, War Savings Staff,
Treasury Department

When the President, last January, announced a production and military program so huge it staggered the imagination, and then said, "It must be done—and we have undertaken to do it," he meant that we had also undertaken to pay for getting it done. We are approaching—in some instances have surpassed—the President's goals. And we are paying. Two hundred and twenty

billions have already been allocated. Government spending will reach by the end of next winter, and maintain, a rate of approximately 8 billions per month. And the ordinary expenses of Government are now only about 6 billions yearly.

The tax measures now contemplated will bring in revenue that will pay for approximately 3 months of war. There is no doubt that we can raise the rest by borrowing. But how the borrowing is done is critically important. It is imperative that the money be raised in such a way that the least internal harm is done to the Nation. No reputable economist or banker doubts that the War Savings Program will benefit both the Nation and the individuals who collectively make it. It will be beneficial in direct proportion to the number of people who buy War Bonds and the amount of money they invest.

Through this Program the Treasury is asking Americans to help themselves and the Nation at the same time. Note that they are being *asked*, not *ordered*. The voluntary nature of the program makes the help of the schools vital. For people must understand *why* they are called upon if they are voluntarily to make the efforts necessary; they must understand both *why* they should do what is asked and *how* to do it if they are to impose on *themselves* the self-discipline that is required. To promote understanding is, I take it, the chief business of schools.

The War Savings Program will benefit the people because it is one of the very important ways of checking inflation.

When a nation borrows heavily, money—especially “check money”—and 90 percent of all we get and spend is in the form of checks—money tends to increase. This occurs because the banks lend new money—money previously nonexistent. The Government spends this money by issuing checks. These checks are added to the money we would normally receive. And here is where inflation comes in. *We* get this money; it is ours; so we can, if we choose, spend all of this year’s normal money income and the extra money borrowed by the Government from banks as well.

The benefit of War Bonds in checking inflation is this: We, as individuals, cannot create new money. We can only lend what we earn and this is money already in existence. The effect is that the Government, instead of creating new money by its borrowing from banks, uses the same money over and over again. An illustration may make this more concrete. Suppose a worker receives every week a Government check for \$50. This worker is lending 10 percent of his salary to the Government, so \$5 out of each week’s \$50 is, in effect, his own money returned to him for his services. In other words, he voluntarily lets the Government use his money to pay him.

If this worker of ours receives his full \$50, he must resist the temptation to spend the \$5 he has agreed to lend and it is difficult to keep from spending money in hand. To take the psychological burden of regular saving from the individual’s shoulders, the Treasury has instituted the system of pay-roll savings, of which you have all no doubt heard.

The reason why pay-roll savings form a major part of the War Savings Program is that—to get the double effect of borrowing from the people, to get incomes reduced and check the production of new money through bank-borrow-

ing—current income *must* be invested. The best place to get current income is at the source; the best time to get it is before it gets into the hands of the people. I want to give you the facts on the number of Americans who are buying War Bonds voluntarily and how much money they are putting into the Government's hands.

In December 1941, about 10,000 firms with a little over 3 million workers had pay-roll savings plans in operation. In August 1942, 130,000 firms with a total of over 24 million workers have pay-roll savings plans. In December 1941, 700,000 workers bought 5 million dollars worth of War Bonds. In August 1942, 18 million workers will buy 225 million dollars worth of War Bonds. In July of this year a little over 900 million dollars worth of War Bonds were bought by the Nation as a whole. It is the Treasury's belief that within the present fiscal year, pay-roll savings will enable us to meet the quota of 12 billion dollars which we have set ourselves.

I should like to add that the oft-repeated rumor that people are rushing in droves to redeem their bonds is a gross insult to the loyalty and common sense of the American citizen. In July, redemptions were a fraction over $\frac{1}{4}$ of 1 percent of the value of bonds outstanding. In March, the income tax month, they were only a fraction over $\frac{1}{4}$ of 1 percent. In July of this year when \$900,000 worth of bonds were bought, only \$25,000 were redeemed and many of these were Baby Bonds issued as long ago as 1935.

I think that no group benefits more from voluntary savings than America's teachers. There is no need to remind you that their incomes, more or less fixed, are in some instances no match for the rising cost of living. It is the Treasury's policy not to press anyone to lend so much to the Government that physical efficiency and strength of spirit are impaired. America's greatest resource is her people and there is no us in expending them wantonly. Ten percent of income is too much for some people to invest; for others it is too little. Ten percent is *not* enough for most of the 100,000 school officials who earn \$5,000 or more per year, nor for the teachers in the richer States.

A voluntary program means that each individual can and should adjust his War Bond buying on the basis of his individual needs. It does not mean that anyone above subsistence level is absolved from buying War Bonds. It means that we must sacrifice our wants, our desires, rather than necessities. As Groucho Marx so aptly puts it, "I don't see hard times coming, I see the soft times going."

To maintain at such a time as this a voluntary program requires supreme faith in the methods of American democracy. Each person must, therefore, be fully aware that he must keep faith with America and her ideals by buying War Bonds to the absolute limit of his ability and do everything he can to aid the War Savings Program.

For their own sakes, as well as for patriotism, the people in our school systems will want to do more than most groups. They are more vulnerable than others to the evil effects of inflation. They have the traditions of democracy in their keeping. I am not an educator. Mr. Anderson, Director of Education for the War Savings Staff, and his colleagues will develop in more

detail what teachers and students can and should do. Here, as I see them in the large, are the War Savings jobs of education during months to come.

It is the teacher's first job to understand what War Savings means to the Nation and each of its 132 million individuals. That means understanding the economics of war, and war has so many phases that no teacher can escape responsibility for knowing a good deal. Second, it is the teacher's responsibility to pass understanding along to make it reach as deeply as possible into the community served by the school. Third, teachers must help every American student to learn how to save money and make him feel a personal and unfailing responsibility for doing so.

Saving is not only one of the most important, but one of the most difficult jobs of all. Saving is not the simple thrift our ancestors knew. In a society like ours, where one buys necessities as well as luxuries with money, saving involves the management of one's whole life. Our lives—grown complicated through advancing civilization and further complicated by war, are hard to manage in such a way that money for War Savings is available. It can be done, but only if children do their parts at home, for a very large share of the average family income is spent on and for the children.

A sound War Savings Program in the school should *not only* get the larger part of the students to put their money into War Savings Stamps and Bonds. It should make each student feel a sense of personal responsibility toward saving wherever he can help—in school, at home, and in the community. Knowledge—both special war knowledge and the basic knowledge that now, as always, is the solid stuff of education—should be so taught as to make the student's help in saving informed, intelligent, and practical.

A War Savings Program cannot have this result unless it is an integral part of a well-balanced, well-integrated war activities program. The complicated task of saving can only be done if we do other jobs with saving in mind. Nor can the importance of War Savings to the economy of the Nation or the individual be understood without grasping as fully as possible the pattern of total war. The U. S. Treasury, in cooperation with the U. S. Office of Education, is inviting America's elementary and secondary schools to participate in a program built around the three great civilian tasks; save, serve, and conserve. It is called the SCHOOLS AT WAR Program, and is intended to accomplish two purposes: First, to build in the minds of the students a clearer understanding of their full part in the war effort; second, to convey to the public at large the full significance of the part our schools are playing. Each school that participates will be awarded a certificate of service. The schools of each State will be presented with an heirloom of democracy mounted in an appropriate setting. I have not time to go into the details—my colleagues will carry on from this point. But I would like to say that the success of the program depends very largely upon the members of this audience. I am sure that you will do everything in your power to make it an important contribution to the war effort and to education in wartime.

In closing let me say that I profoundly respect your great responsibility in this war—and I envy you your great opportunity for leadership and service.

Schools Can Get in the Scrap

WILLIAM L. BATT

Vice Chairman, War Production Board

There is a great tendency on the part of all of us to say that a scrap campaign is not successful because we see some scrap that has not been picked up. May I suggest to you that a campaign can be entirely successful and yet there be some scrap still to see here and there.

I am tremendously interested in the scrap campaign which is proposed to be carried out by the youth and by school children. One of the things I want to get to you is a reasonably brief and accurate picture of the scrap problem.

It has recently been alleged that we in the War Production Board don't get the facts; we don't know the rubber situation; we don't know the steel situation. I think that criticism is not well founded. And I want to give you a brief picture, which I hope will be accurate, of the gravity of the scrap question, and emphasize the shortage of this commodity.

There is no doubt about the fact that the production program of this country will be limited by the supplies of material which are available. We cannot produce machinery and equipment to build more things than we shall have raw materials to supply. We are used to thinking of ourselves as the greatest producers of raw materials in the world; but at the same time, we have been the greatest importers of raw materials in the world. Many foreign supplies have been cut off or sharply limited. So today we find ourselves with not enough rubber, steel, aluminum, and many other items which we are used to depending on. Don't misunderstand me; production on the whole in the United States has gone ahead in an amazing fashion. The country has produced in the month of July four and one-half times as much as it produced in the month of December of last year. The total of those figures is amazingly impressive. Planes are flowing off the lines of factories in an amount that no one believed possible. So are tanks and guns. But when the demand is as acute as it is, no one is to be satisfied; we are not producing enough.

One of the reasons that the program is not going at quite the maximum speed that it might, is the fact that the consumer's part has been out of balance. American industry is loaded down with all the orders it can carry. Congress has opened the till wide, and funds flowed to American industry at a perfectly amazing rate, throwing the load on the shoulders of American industry. Lack of balance must inevitably come in, and some plants went ahead much faster than they should. Wheels were produced before engines—materials have been temporarily of necessity tied up. Some parts of this war program are ahead of others, and there must now be a balancing, in order that they may all go ahead. We have chewed up more material than actually was necessary at the time. When the program is balanced, the problems will iron out. When the huge facilities of this expansive program are completed—when this great wave of plant building is over, as it will be, construction as a demander of materials will reduce in amount.

But still we shall have a great demand for scrap, and I assure you that in my opinion there is no problem more acute before the country today than that of getting all possible scrap in the country today back in the production line. Steel is 50 percent iron ore and 50 percent scrap. Part of that scrap is mill scrap, but a substantial amount, 25 to 30 percent of it, must be picked up from the farms, the homes, the factories of America. That has not been a particular problem in normal times, because of two reasons. In the first place, we never ran the steel industry at full speed for a 12-month period in all our history, as it is being done today. In the second place, we were never called on to supply the United Nations, as we are today. Add that together, and realize the transportation difficulties. Most iron ore comes from the Mesabi Range in Minnesota, down through the mountains and the Lakes; you can see that there is a limit to the ore supply.

We must have far more iron and steel scrap—it is in your basement and mine. There was a test collection made in Virginia, I think, where the farmers developed 13 hundred pounds of scrap per farm. But that scrap can't get to the steel mill unless we pick it up. Fortunately, there is a big organization in the country—10,000 scrap dealers—but the scrap dealers can't go out and pick it up, because it is too expensive without the help of us all.

Throughout the aluminum campaign, substantially 11 million pounds of so-called aluminum were picked up. Actually, in that there were iron handles, and various and sundry things that were not aluminum. About 8 or 9 million pounds was the net result. You heard people say that it was low grade aluminum, and you can't make planes of that. Again, the passing on of idle rumors is not good. Every pound of that aluminum, and it was scrap aluminum, replaced a pound of high-grade aluminum, and was just as good as virgin ores for the steel mill; so that 8 million pounds of aluminum scrap replaced 8 million pounds of high-grade aluminum. And so with many of these articles that will be picked up.

I assure you that without a campaign, Nation-wide, and beginning as quickly as possible, steel production will be limited this winter, and planes and tanks will fail to that extent. But I have no doubts that it will go ahead, with 30 million children behind it. I am sure you as teachers and educators are looking for things you may do and things to which you can contribute your best effort as your way of winning the war. School children are just as anxious as you are. That is a thing they can do—the collection of steel I have spoken about.

I have some statistics showing the contribution of scrap in terms of the total usage. Out of 200 tons of new aluminum, 23 tons additional, and out of 100 tons of copper, 17 tons additionally comes in from scrap.

This is a continuing problem. It is one of course which slows up in the winter months, when the collection of scrap always declines. And so in the wintertime, the assistance the children can give will be of greater value in collecting scrap than it will be in the summertime.

This is not a campaign of 2 or 3 months; it will last as long as the war lasts. It must be organized so that every household in the country channels its scrap back into the stream of production with a minimum of time and effort. But that is only a drop in the bucket. This third army, as someone has called

the organizing of school children, will be in any form, one of the great armies helping to win this war. I have a booklet prepared under the sponsorship of the U. S. Office of Education, with the help of the War Production Board and others. Seven million copies will be available, so that every school teacher will be supplied.

Others who speak express to you or plead their own point of view. Whatever you remember about whatever is said by someone else, I hope you will remember this from the production headquarters: Without scrap, the situation will be grave. With it, the production machinery of the country can run, and run fully. Our opinion is that the school children of the country, as you organize them and advise and direct them, will be a great contribution you can make to help.

Scrap will win this war. And every bit of scrap that you contribute will be your contribution to a gun, a tank, or an airplane. We need your help, ladies and gentlemen, through these 30 million children whom you direct.

School Typewriters Can Help Win the War

W. G. TURQUAND

Office Machinery and Equipment Procurement Committee,
War Production Board

In talking to you today on behalf of the Office Machinery and Equipment Procurement Committee of the War Production Board, it is with a full knowledge that American education can well be proud of the part it has played in the war effort. You have contributed lavishly of your manpower, of your facilities, and of your time. Today we must ask you for more, for part of your teaching equipment, which has become a vital tool of war.

The accelerated tempo of modern war makes the typewriter an indispensable part of the rapid communications system which is the nerve center of mechanized warfare. Every communication, order, report, and purchase requisition must be typed, for accuracy, legibility, the number of copies needed, and for permanent record. Last minute weather reports to bombing flights, radio messages from the patrol boats and planes which protect our supply line, all the reports which coordinate a world-wide battle front, must be typed—modern warfare places a premium on speed, and the flashing type bars of the typewriter are an essential part of that speed.

Few people realize that America, the land of the mechanized office, actually faces an acute shortage of typewriters. So early in the game was it apparent that this shortage existed that typewriters became Number Four on the Ration Parade, and since the early part of March, typewriters have been ra-

tioned, new machines being delivered only to the Army and Navy, and used machines only to concerns engaged directly in the manufacture of the most vital implements of war. So small is the existing stock of used typewriters in the hands of manufacturers and dealers that not only is every sale rationed, but even the rental of the better class of used machines is strictly limited to war contractors. The typewriter is the only used commodity in the country which is directly controlled and rationed by OPA's 8,000 Local War Price and Rationing Boards. You can buy a used automobile, you can even buy a used tire, on the open market, but you can't buy a used typewriter unless you have a Ration Certificate.

However, there is a visible supply of used typewriters, which can be reconditioned to meet the requirements of the Armed Forces, but there is no visible supply of the instruments of war. Badly as the Army and Navy needs typewriters, there is a still more urgent need for guns, fuses, anti-tank mines, shells, precision instruments of all kinds, items which office machinery manufacturers are particularly well equipped to make, and for months they have been making them. New typewriters have been slowed down to a mere dribble of machines being assembled from parts already fabricated, and will cease entirely October 31. The sinews of war must come first.

But a vastly expanded fighting force demands a vastly expanded quantity of typewriters to carry on its essential services. Drastic curtailments have been made. The Army cut its basic requirements for typewriters by 60 percent, and then cut a further 15 percent off that. The Navy cut its basic requirements 50 percent, and made it retroactive. Every time a warship comes into port for the first time since June 5, by order of Admiral King half of its typewriters are taken off and transferred to other work. Every Government Department and Agency has had to replan its work to cut requirements to the bone, and double shifts have been authorized whenever necessary.

Yet with all these savings it is still necessary for us to procure more than 600,000 used typewriters to carry on the essential services of our Armed Forces. Certain standards must be met, and the Army and Navy can accept only those machines manufactured since January 1, 1935, as such machines can be reconditioned without using additional critical materials, and the armed forces are equipped with parts and tools to service them in the field.

Of these 600,000 used typewriters, about 140,000 will be secured by transfer of existing equipment in other Government agencies, and by the purchase of existing stocks in the hands of manufacturers and independent used-typewriter dealers.

The balance, some 460,000, must come from the typewriters already in use in business and schools. There is no other possible source of supply. This figure represents between 20 and 25 percent of the total typewriters manufactured since January 1, 1935, in use in business and schools.

Ladies and gentlemen, that's a pretty tall order. We fully recognize and fully appreciate that today you are doing a Herculean job in training the thousands of stenographers required to carry on the paper work of the war, and that in many cases at first glance we are asking the impossible. But we in the War Production Board have learned that there is only one difference between a tough job and an impossible one, and that is that the impossible one just

takes a little longer time to do. We want your help, we want your suggestions, we want to work with you in every way possible to accomplish a task vital to the war effort. Government, business, and education must stand side by side with our armed forces in replanning, reallocating, redistributing time and materials, to release those typewriters which our Army and Navy feel are their minimum requirements for the successful prosecution of the war.

Mr. Donald Nelson has sent a personal appeal to some 25,000 business concerns, asking them for typewriters. We are engaged at this time in preparing a similar appeal to schools, and I cannot tell you how grateful we are for this opportunity to present our problem to you in person. You are the keystone of our entire appeal, because without your influence on your boards of education, without your influence on your students to forego other activities to fill in extra periods, to create "Victory" classes in typing to distribute the man-hours of instruction over less equipment, without the influence you can exercise over the business men in your community through your example of sacrifice and cooperation, our task becomes that much more difficult.

In closing, I want you to consider this message a personal appeal to you, a personal appeal from Mr. Donald Nelson, Chairman of the War Production Board, a personal appeal from our Army and Navy, for your help, your suggestions, in procuring an essential tool of war, a tool needed urgently, and needed quickly. Every other source of supply has been exhausted—Uncle Sam now turns to American education and educators for the vital tools of war, in the sure knowledge that here is one group which has never failed to do more than its share.

Rationing and Price Control

DEXTER M. KEEZER

Deputy Administrator, Office of Price Administration

In organizing my remarks about the Office of Price Administration for this Institute, I have taken very seriously the advice of your Program Committee that what would be of the most use to you is to have the answers to the following questions:

1. What has your program been set up to accomplish?
2. How is it organized in Washington and down into the States?
3. What are its goals this year?
4. What help or cooperation do you need from schools and colleges?

Stated in very general terms, the program of the OPA has been set up to prevent unwarranted increases in prices and rents and to see that very scarce commodities are properly rationed. Its authority to control prices comes from the Congress in the Emergency Price Control Act of 1942. Its authority to

ration civilian supplies comes from a delegation of authority by the War Production Board, made at the request of OPA. Mr. Nelson is reputed to have likened this transaction to the delightful experience of having a porcupine in his lap and having someone come along and ask for it. However, the request was not made simply because OPA is a glutton for punishment—although it seems to have a substantial capacity in that line—it was made because it was recognized that price control and rationing are closely related tools for accomplishing the same general purpose: that of seeing that available supplies of goods and services are distributed to the best possible advantage both for the purpose of winning the war and the peace to follow.

On the question of organization, the organization of the OPA in Washington includes major divisions devoted to price control, rent control, and rationing which are surrounded by the customary array of service agencies.¹ One of the service agencies of particular interest to this group is the Educational Relations Branch of the Consumer Division which, in collaboration with the Office of Education, has special responsibility for enlisting the badly needed help of educational institutions on behalf of OPA.

Outside of Washington, the OPA organization consists of nine regional offices, eight in the Continental United States, and one embracing outlying possessions. Each of these regional offices tends in design to be a little—and not so little at that—OPA. Reporting to the regional offices are State offices of the OPA which have within their bailiwicks district offices, the number of which still remains to be finally determined. Finally, but the most important link in the organizational chain, are the War Price and Rationing Boards which numbered 5,616 on August 20.

In the OPA in Washington at the present time there are 4,650 employees; in the regional, State and district offices there are approximately 9,800 employees. The volunteer membership of the War Price and Rationing Boards is assisted by approximately 15,663 paid secretaries and clerical assistants. This makes a grand total of approximately 30,000 paid employees in OPA.

Viewed apart from the job at hand, this seems, and is, quite a crowd of people. However, when it is borne in mind that the OPA is undertaking to control prices, billions of them, charged by almost 3 million separate business establishments, and to ration important products to every citizen in the land, the size of the staff appears in an altogether different perspective.

One's perspective on the appropriate size of the staff for OPA can also be improved by taking into account the stakes to be won if it can carry out its program successfully. For example, it is conservatively estimated that if we can do no better in controlling prices than we have thus far, we can save 62 billions of dollars in the cost of the war between now and the end of 1943 and—even given adequate appropriations to do its job which it does not now have—at the expense of only a fraction of 1 percent of that amount.

In England, price control and rationing which covers approximately 43 million people engages the fulltime services of approximately 37,000 employees.

¹ Research, Accounting, Administrative, etc.

With a population more than three times as large, and a population certainly not nearly so gracious about standing in queues as are the British—we can hardly expect to do the price control and rationing job ahead of us with less than a proportionate number of employees. I emphasize this fact because it involves one of our real educational problems—that of creating a general understanding that administering a wartime program of price control and rationing of the dimensions clearly in sight in the United States is a tremendous undertaking which, to be properly done, will involve a far larger number of people than we have been accustomed to associating with civilian governmental activities without becoming greatly alarmed.

Coming to the third question—the goals of OPA for this year—it is a little difficult to deal definitively with this question because the OPA carries out its program in a situation as dynamic as the war itself. So far as I know, the rationing program will not be extended to more than one or two additional products during this calendar year. We shall, however, continue to have as our goal in this field a continuation of the proper rationing of civilian supplies of automobiles, bicycles, tires and tubes, sugar, gasoline, and typewriters. However, we all recall that rubber, something which only last fall we burned up on the highways with abandon, became overnight one of our most precious possessions to be rationed with the greatest restraint. As far as I know, something like that may happen again. Consequently, I am not going to indulge in any forecasts on what our job in this field may turn out to be even day after tomorrow.

In general, however, it is a safe bet that if the war continues—and we certainly don't seem to be winning it right now—we will extend rationing to an increasing array of commodities scarce enough to justify it. We simply cannot utilize almost half of our total national product for war-making, as we will be at the end of this year, and not run into serious shortages in many important lines.

At no time in the last war did we ever use more than one-quarter of our national product for war-making. We reached that proportion in October 1918, just before the Armistice. It is indicative of the war production tempo of the last war as compared to this war that the automobile industry never did get fully converted to war-making purposes during that war. It was scheduled for conversion, in January 1919—2 months after the Armistice. For months now, since the early stages of this war, our automobile factories have been converted completely to war purposes. But their employees continue to receive wages which are available to them to spend in the markets for civilian goods.

In fact, this year consumers will have more money to spend than at any time in the history of the country. It is estimated that incomes of individuals will total 113 billions of dollars and that they will have 84 billions of dollars left after they have paid their taxes and banked the expected amount of savings. The conversion of industry to war production, however, is resulting in a steady decline in the volume of civilian goods available. This year it is estimated that it will not amount to more than 75 billions of dollars.

This gap between the money people have to spend and the goods and services available for them to buy states in general terms the problem of price control. This problem is to hold the line and prevent these excess dollars from being used to bid up prices. The devices currently being used are 186 Individual

Maximum Price Regulations covering the wholesale prices of hundreds of commodities as diverse as burlap and Vitamin C, and a General Maximum Price Regulation covering the prices of all other commodities—at retail, wholesale, and charged by the manufacturer—which are not specifically exempted by the Regulation, and covering, with supplemental regulations, a broad array of consumer and industrial services as well.

Initially, it was the hope of the Office of Price Administration that it could keep prices under safe control by following a policy of selective price control, that is, placing maximum limits on prices which were under the greatest pressure to go up. These were the prices of products under great demand for war purposes.

By the end of March of this year about half of our wholesale price structure was under formal or informal maximum price control by the OPA and the control was sticking quite well too. But by this time the general upward pressure on prices of the type I have indicated was so great that it was pushing up prices at all levels and at an increasing rate. For example, retail prices had gone up 25 percent since the outbreak of this second World War in September 1939 and a large part of the increase had taken place immediately preceding March of this year.

With prices going up so far and so fast it was concluded that the only way to avoid getting off to a galloping inflation would be to put a ceiling or a lid on prices generally. This, as you know, was done by promulgating the General Maximum Price Regulation which prescribed in effect that all prices not specifically exempted by it should not go higher than the highest point they had reached in March of this year. By the Regulation, retailers were licensed and were required to facilitate the administration of the Regulation by doing a number of things such as filing the highest prices they had charged in March—base period prices—and posting in their stores the ceiling prices of a certain number of “cost of living” commodities, selected because they are particularly important in the cost of living.

In the period immediately following the promulgation of the General Maximum Price Regulation, the BLS Cost of Living Index for large cities went down for the first time in 22 months. The Index went down, to be sure, only one-tenth of 1 percent. But it went down in spite of the fact that about one-third of the foods included in the Cost of Living had been exempted from the provisions of the General Maximum Price Regulation, to comply with the Congressional requirement that prices on agricultural products be exempted from control until they reach 110 percent of parity. These food prices, of course, continued going up as they continue today, but immediately after the General Maximum Price Regulation was issued, these increases were offset by decreases in other prices brought under control by this Regulation and particularly in control of rents by OPA. At present, OPA is controlling rents in 96 defense areas embracing 40 million people and the control is working extraordinarily well. One reason, of course, is that as a rule both the landlord and the tenant know the amount of the rent paid and received in the period selected as a base, and each of them knows that the other knows. This constitutes a basis for effective administration.

After going down temporarily, however, the Cost of Living Index started up again and from June 15th to July 15th increased by four-tenths of 1 percent. Again the bellwether was uncontrolled food prices. But this month there was also a slight increase in the prices—except rents—under control by OPA. There is a variety of reasons to account for this slight increase in controlled prices which do not involve violation of OPA regulations. But there is also reason to believe that the increase was due to violation or misunderstanding of the regulations. Many retailers have not to date complied with those provisions of the regulations calling for the posting of their ceiling prices on cost of living items and the filing of their base period prices on all of the commodities they sell. Since wittingly or unwittingly they are violating the regulations in this regard, it must be assumed that there are violations so far as the prices charged are concerned.

What will happen so far as attaining the OPA goal in price control or perhaps maintaining the OPA goal line stand on price control during the balance of the year remains to be seen. This brings me to the fourth question—"What help or cooperation do you need from schools and colleges?"

It is perfectly obvious that the price control program cannot succeed if foods which make up a large part of the cost of living are not included in it. Likewise, it is obvious that the program cannot succeed unless wages are brought under some firm control, as they have not been thus far. And chasing around a vicious circle it is unlikely that wages can be brought under firm control unless the prices of food for which the workers spend much of their money are brought under control. Likewise, price control cannot succeed unless there is general compliance with the OPA price regulations, which there is not at present.

This situation certainly suggests work for the schools in helping OPA which, not for the sake of OPA but for the sake of a successful war and a successful peace—most urgently needs doing. If our people were properly educated on the problem of price control and the stakes involved there would be no problem of getting agricultural prices and wages stabilized. An irresistible demand should come from farmers and wage workers to have this done in their own interest. For they stand to be very heavy losers from a run-away inflation.

For example, during the last war when there was no effective price control farmers received what seemed almost fabulous prices for their products and were very happy about it. But the same prices which went soaring up and made Iowa farm lands seem easily worth a thousand dollars an acre went tumbling down after the war to bring a terrible day of reckoning for American farmers. In fact, it was not a "day"; it was almost 20 years of depression for American agriculture. The whole dreary history was recently summed up by the Department of Agriculture in a pamphlet titled "Farm Values and the War" which states:

It has taken nearly 25 years for the consequences of the upsurge in land values which accompanied World War I to run its course. That upsurge, we now see, was unjustified when it pulled land values to a level higher than earnings could pay over a long period. Now we can evaluate its direct consequences—excessive foreclosures, reduced living standards, and deterioration of land and buildings.

I would be delighted to see the American farm population have a chance to make up for those years of economic misery by getting an extra large share of the national wealth now. I should hate, however, to see farmers undertake to do that at the risk of repeating the whole terrible economic cycle of boom and bust all over again. If our educational job were done properly, however, we would not have to worry about a repetition of that cycle produced either by farm prices or wages that are out of control. Also we would not have to worry about retailers failing to comply with OPA regulations such as those requiring the posting of ceiling prices. Educational forces would be set up in their communities which would take care of that problem.

I hope that one of these educational forces will be a staff of volunteer workers recruited by the tens of thousands to help the Office of Price Administration in the administration of its price regulations. To be effective, however, such a volunteer corps must be well trained. The training program, it seems to me, is one in which the schools should take a lead. For example, it is axiomatic that the dollar and cents price of a product is relatively meaningless unless it is related to the quality and design of the product. Discovering the quality of most any product and relating it to the price, however, is no work for a novice. In providing this training, which I believe will be essential to the effectiveness of price regulations, both OPA and the schools have a tremendous job to do.

We must recognize that war necessities are going to result in a lowering of the quality of many products which are important items in the cost of living of American consumers. It is impossible to devote half of our total national production to war-making and have it otherwise. However, the consuming public must be told the extent to which the quality of any particular product has been reduced in clear cut and understandable terms and the prices of the product must be fairly adjusted to the change in quality. In other words, price control operating on only dollars and cents terms has potentialities of becoming a not very pious sham.

This problem has not taken a major place in the national scene to date because very large inventories of goods and materials made in "the good old days" have greatly softened the impact of quality changes. It will not be long, however, before we see that we have on our hands a major educational and economic problem arising from changes in quality and design necessitated by the war. OPA is now hard at work doing something about this vital problem.

I have concentrated on a few of the key educational problems involved in effective price control rather than those involved in rationing because I think that they are a bit more obscure. In fact certain of the educational problems involved in rationing have been outlined in painfully clear terms in governmental circles here in Washington. However, effective rationing involves a large and effective education program. If a rationing program is to succeed properly, I take it that there must be a general conviction that it is necessary and that it is being fairly and effectively carried out. A rationing program in one case may call for the apportionment of equal shares to all consumers. In another case it may call for a limitation of shares to those who have special work in advancing the war effort. It is up to OPA to design its job of rationing and

o provide machinery for its effective administration. This machinery can only be used properly, however, if a thoroughgoing educational job has been done on the necessity, the fairness, and the effectiveness of the program in question. I am sure, however, it is not necessary for me to dwell on these propositions in the light of your experience and that of your colleagues in helping the OPA carry out the registration for sugar rationing—a fine job for the OPA and for the country which Mr. Henderson, in expressing his appreciation, remarked no other group could have done “so efficiently and speedily.”

For at least 20 years prior to the outbreak of the war we were operating in an economy of plenty—often what seemed a burdensome plenty. In fact, my last tour of duty in Washington was during NRA days when the problem seemed to be how to prevent the country from being wrecked by surpluses of things. Now all that is changed and our war job calls upon us to save and conserve in every way possible. There is a tremendous educational job to be done in the field of conservation which, if well done, will, of course, simplify both the problem of rationing and price control by taking off the pressure created by the scarcity of things. Now, it seems to me, this educational job is lagging. But it must be done soon if it is to be done effectively. A large measure of help must come from the schools.

I realize that in mentioning only a few of the ways in which OPA needs the help of the schools, I have suggested projects which in normal times would not appeal to many school administrators. As one who has devoted some years of his life to this field, I think I can safely say that there is a tendency—and a natural tendency—on the part of administrators to avoid educational activities which impinge forcibly on the economic world outside of the schools. An educational ivory tower offers administrative comforts not to be found in institutions where teachers and students are concerning themselves aggressively with the work-a-day world.

However, I think that you will agree with me that this is no time for a timid education-as-usual policy. If education is going to do its wartime job it must be a really vital force in directing the material and human resources of the country to the business of winning the war and must be prepared to stand complacently a certain amount of criticism and perhaps even abuse which seems certain to attend such a course.

I have tried to indicate some of the ways by which, in working with the Office of Price Administration, the schools have an opportunity to help decisively with this crucial wartime job. Many other ways have been and are being developed by the Educational Relations Branch of the Consumer Division under the direction of Dr. Alvin C. Eurich. I hope that while you are here you will take occasion to see what has been done as an inspiration and guide to you. But as matters stand, we have not even slightly dented the surface of the job that the schools, colleges, and universities of the country must do to do their share in winning this war on the home front and specifically in that sector occupied by OPA. If I have indicated a few spots where you will be prompted not only to do some denting but some digging, I shall count myself lucky to have been here.

Saturday, August 29, 1942, Evening
Chairman, JOHN J. SEIDEL
Pres. American Vocational Association

What the Army Air Forces Need From Education

Brig. Gen. LAWRENCE F. KUTER
Deputy Chief of Staff, U. S. Army Air Forces

We are having to reteach simple mathematics before we can teach the application of simple mathematics to military problems. We are having to reteach basic principles of physics before we can teach their application to military and aeronautical equipment. . . . You can help us build a war-winning Air Force by relieving us of this great burden of fundamental instruction. . . .

The 125,000 airplane program for 1943 is closely related to an Army Air Force of approximately 2 million men. Seventy percent or 1,400,000 of those men must be given military training as technicians. That number is almost half the total number of young men in senior high schools. . . .

In addition to skill, training, clear thinking, team play, and coordination are requirements. . . . While Colin Kelly piloted the airplane, the bombardier, whose bombs sank the *Haruna*, was Meyer Levin, another member of that skillful American team. . . .

Our lads have the coordination and team play. We'll give them the military and aviation training. You give them their fundamentals. . . .

During the past very few days, the newspapers have been relating the beginning of our plans to attain world air superiority. It has been proved to date that superiority on the sea or superiority on the land depends directly on superiority in the air which is over both the sea and the land. . . .

You read of attacks delivered by 12 Flying Fortresses. When 1,200 are operating the newspapers will provide more pleasant reading. Even those very few American bombers indicate that the war may be at its turning point. We are beginning to take the air war to our enemies. We have plans to do so on a scale far greater than the Germans tried over England.

All of our training and our plans for employment are based on precision—precision manufacture, precision flying, precision navigation, precision gunnery, and precision bombing. . . . That is the answer to the question—if the blasting of English cities by the Luftwaffe didn't bring England to her knees, how can the Army Air Force expect to knock out the Germans? The answer is in precision and in planning. Our heavy bombers did not go out on slum-clearing projects at Rouen, Abbeville. Our plans are not slum-clearance plans for Berlin or for Tokio. We know what makes the German and the Jap war machine tick. A practicable number of 1- and 2-ton bombs, applied with precision on properly selected spots, will stop that ticking for a long, long time. . . .

Rise of airpower in Britain began with a frantic effort to construct fighter planes which would stave off the German Luftwaffe. . . . After the crisis in the Battle for Britain, the RAF in their efforts to carry the war to the enemy as rapidly as possible turned to the quickly built lighter bombers and began operating them at night when those planes were least liable to attack by enemy fighters. This type of bombardment demolishes metropolitan areas, but does not assure destruction of specific military objectives.

We release our bombs with accuracy upon specific targets—it is remarkable what our bombardiers can do. . . . When Meyer Levin looked down through his bombsight at the *Haruna*, he saw over 20,000 feet below him only a sliver some 90 feet wide. He was moving some 200 miles per hour—300 feet per second. . . .

With the (British) RAF continuing its saturation bombing by night and our Air Forces on the job during the day knocking out localized strategic targets, the combined effect should go much farther toward crippling Germany on the European Continent.

This war is a global war and we are building a six continent air force which is organizing for large-scale attack at the earliest possible moment. In Russia, in India, in Egypt, in the Caribbean, in Hawaii, in Australia, in China, in Great Britain (Air Force generals) are building American Air Power which at the strategic moment will strike the enemy wherever he may be.

One of the most difficult bottlenecks in building world-wide air might is the problem of transportation. . . . For supplying our task forces with much of the essential materials we have developed a far-flung system of skyroads which is operated by the Air Transport Command of the Army Air Forces, ferrying planes to the theatres of operation, carrying supplies of all kinds from special spark plugs to jeeps. . . . For some time we shall have to rely on ocean-going transportation for the carrying of the bulk of material such as heavy machinery, oil and gasoline; but it won't be long until the Army Air Forces throughout the world will be largely self-sufficient. . . .

Planes do not fly themselves. It takes trained teams of men on the ground and in the air to KEEP 'EM FLYING.

Our whole training program could be greatly accelerated if we did not have to spend time in reviewing the elementary phases of such subjects as mathematics and physics—subjects which can be taught in our public schools. We would have more time for that specialized training which spells the margin between life and death, victory or defeat in aerial warfare. Not only are we cramped for time—we are also cramped for instructors in military specialties.

We of the Air Forces are making plans for a victorious war. We must prepare for a long war. It is the only prudent thing to do. The 3,500,000 young men in our senior high schools represent one of our most important single reservoirs of military manpower. They are of special importance to the Army Air Forces, for we need young men with their energy, zest, and coordination. . . . We are eager to see the secondary schools of the Nation provide these boys with the kind of training which will help them to serve more effectively in our air crews and ground crews. . . .

Educators ask, of the young men coming into the service, what are their deficiencies? (1) Very few have been initiated to even an elementary under-

standing of aeronautics. . . . Army customs and traditions. . . . More emphasis for both boys and girls in the use of hand tools. Most important—deficient basic and fundamental instruction in mathematics and in physics. (2) Deficiencies are in military, not peacetime needs. . . . As a Democracy we get into a war, and then we prepare to fight it. We were unprepared (December 7th) on every front, Army, Navy, Air Forces, Industry, Agriculture, Education. . . . And the fact that we were so totally unprepared has added years to the probable length of this war. (3) Our responsibility is to help you educators work out the modifications to gear your school facilities to military needs. Your responsibility is to execute those plans. . . . Schools must approach the problem on the standpoint of manpower requirements of Army, Navy, War Production, Agriculture, and the home front. An over-all war program must be established which will call for the active participation of all of the 7½ million boys and girls in our senior high schools. . . . Since we must make plans for a long war, it is necessary to depend on the boys who are now in junior high school and the first year of senior high school. I sincerely hope we won't need them.

At first we may have thought we could buy our way out of this war. Then we got the idea we could produce our way out, but now it is beginning to dawn on the American people that we must FIGHT our way out of it. It is an ALL-OUT war . . . a WAR TO THE FINISH . . . THE FINISH OF THE DICTATOR OR THE FINISH OF THE DEMOCRACY. Our democratic schools have a major role to play in our bid for a democratic world in which to continue to live.

What Naval Aviation Needs from Education

Capt. A. W. RADFORD

Director of Training, Bureau of Aeronautics, U. S. N.

Naval aviation has a debt to acknowledge to the schools and the educators of America. This debt is for the splendid young men you have trained and sent to us, that we, in our turn, may build upon the foundations which you have laid. Our appeal is that you will see to it that these foundations continue to be secure and that you will aid us to fit these young men to fly and fight, that freedom may be secured for our country and for the world.

Naval training is based upon one important premise—thoroughness. The enormous expansion of the Naval Air Force, together with the necessary call for replacement pilots for the operating squadrons, has put a premium upon the delivery of trained personnel as rapidly as possible. Yet it has been the fixed determination of the Navy and of the Bureau of Aeronautics that efficiency shall

not be sacrificed in any way. Our aviators and mechanics must not only be superior to those of the Axis in numbers; they must be superior in knowledge, in technical skill, and in every other way that will assist them to blast their country's enemies from the skies and clear the road to victory. That this policy may be carried out, we have considerably increased the length of our aviators' training period since the outbreak of the war.

Surely there is no group better qualified than you here to realize the magnitude of the problem which was posed us. The call was for 30 thousand pilots a year with their accompanying air and ground crews. To meet the demand involved the selection, construction, and equipping of many new stations and educational plants, together with the unprecedented expansion of those already existing. It involved the assembly of staffs of competent instructors and the streamlining of the courses of instruction themselves. It involved careful calculations so that no new school would open before its students were ready and no students would find themselves without a school.

We began with one inestimable advantage. We already had worked out in the years of peace, and proved in actual practice, a system of flight training which has withstood the shock of modern war. For many years this system had been experimented with, revised, and tested under the supervision of men associated with aviation from its infancy. Admiral Towers, Chief of the Bureau of Aeronautics, was himself a pioneer, flying the old "boxkites" of the early nineteen hundreds, and has contributed much to the development of naval aviation throughout his entire career. Few can claim a better right to wear the Navy Wings. He is one of those who in time of peace prepared for war—and helped to give us the system that has produced the victors of the Coral Sea and Midway.

Our flight training curriculum has been revised and improved as the lessons of each battle are studied and digested, but the basic principles remain the same. Before the war we trained our pilots only at Pensacola, where they received all stages from primary to advanced. On graduation they received their wings and went to the operating squadrons, where they were given their final polishing. Now all this is changed. Pensacola is one among many stations. The program has been divided into four stages, each given at a field or institution especially equipped to handle that stage. Pre-Flight Training hardens the cadets physically, indoctrinates them in the ways of the Navy, and gives them the beginnings of ground school. At Primary stations they take to the air, advancing in Intermediate training to more powerful ships—and finally to service types. Last comes Operational Training, where they learn to work as a team and to fit into an operating squadron without any further preparation. However, as I have said, the basic principles remain unchanged—from thorough training on the ground to thorough training in the air—all adding up to a well-equipped and competent fighting man.

We have introduced an interesting innovation in our Pre-Flight Training Schools. Flying with the Fleet requires physical endurance and coordination of no mean order. The aviator of today must be prepared to spend many successive hours in the air and react as rapidly at the end as he did at the beginning. He must be prepared to fly at four hundred miles an hour and make split-second

decisions that may be decisive. There can be no pause for reflections in an air battle, nor can reflexes be sluggish when the sights come on. A man's body must be his friend and ally. It was for this reason that officers returning from sea recommended a program of intensive physical training, to build hard, tough bodies that would respond to all demands, under any conditions. We assembled a group of men with long experience and training in athletics and conditioning. We gave these men a stiff indoctrination course and put them to work supervising the arduous physical program that starts our pilots on the road towards their Navy Wings. It was no mean task, for each activity was weighed to determine its effectiveness, not only for the building of muscle, but also for developing qualities of team play and quick reactions, and for its possible usefulness to a pilot who may be forced down over the sea or over the jungle. We can safely assume that this innovation has been successful, for the young men who have passed through the Pre-Flight Schools are enthusiastic about the program—and we are enthusiastic about the young men.

Right here I must emphasize the debt which the Navy and the Nation owe to the parents and to the educators of America. When we see the type of young men we are getting, clean of mind, clean of body, and clean of purpose, it gives us a tremendous feeling of pride and faith. Pride that our people can produce such youth; that our schools can shape their minds towards the fine and honorable things of life; and faith that they will well make use of the victory towards which we are striving. Such magnificent personnel cannot fail and, you may be assured, we are doing our best to give them the technical training and sense of values that will carry them through this time of stress and into the peace that will follow our victory. It must be our victory. If not there will be no schools nor any youth to train as free men.

Here then is the first task of the educators. To continue giving us and the Nation young men of great heart and purpose, eager to learn, and ready to defend the ideals of Americanism which our schools have taught them. Without this, which they imbibe from you, our training can do little.

Along with this cleanness of mind, we ask you to encourage cleanness of body. The Navy does not ask that you install systems of athletic training comparable to those given in our Pre-Flight Training Schools. All we ask you to do is to encourage your students to exercise regularly, to play tennis, soccer, football, basketball and baseball—above all, encourage them to learn to swim.

I know that the modern concept of education embodies these principles, but the war makes them doubly important. The moral stamina which you have given our students must be reinforced with physical stamina, or the failure of the one will weaken the other. We do not want supermen, nor do we want weaklings—just normal, manly youngsters, eager to serve their country in the skies.

This war, with its demand for technicians, has caused an emphasis to be placed upon the sciences rather than upon the arts. Mathematics and physics are particularly desirable, leading as they do to the study of aerodynamics, gunnery, aerology, and the more advanced aspects of aviation. *We want you to drive home to the boys who wish to enter naval flying that they cannot have mathematics enough nor physics enough.* To tell them that because they have finished

algebra, plane geometry, or trigonometry they can sit back and fold their hands is to handicap them from the start.

In the Pre-Flight schools mathematics and physics are intensively reviewed but a naval aviation cadet can receive much more value from the course if he already has a solid grounding in both. Geography, manual training, and shop work are all excellent—but all are subordinate to the prime necessity for the naval aviator's learning mathematics and physics.

It may seem a far cry from the youngster in your classrooms today or from the eager young aviation cadet dashing around the obstacle course at the Pre-Flight Training School, to the fighting pilot taking off from a carrier's deck to blast a Jap Zero. But, in measure of time or of spiritual values, it really isn't very far at all. In 1 year (and it passes fast) come, first, Pre-Flight Training, then Primary Training, then Intermediate Training, then Operational Training, then the Fleet and the enemy. You, every one of you, can be in the cockpit with your student who has become a Navy flyer—be there because you have given him the heart, the body, and the mind that put him in that cockpit, and because you armed him with the knowledge which enables him to fly and bomb and shoot to bring freedom to the world.

We have talked of pilots, but pilots are not everything in naval aviation. Behind the pilots are the air crews, the gunners, the radiomen. And behind all those who fly are the ground crews, mechanics, aerologists, ordnancemen, administrative officers, signalmen—the thousand and one specialists who fill the thousand and one jobs that must be done if the Navy is to fly. There are 20 men on the ground for every 1 in the air. They have to be there, or there would be no plane for him to fly, no guns for him to shoot, no knowledge of the weather and the seas. These men are trained in special schools where they learn to assemble and disassemble engines, to predict the weather and the vagaries of a machine gun.

How can you help these men behind the flyers? Again by mathematics and physics, shop work and manual training. Again by teaching them cooperation and team play, whether in the classroom or on the athletic field. The flight deck of a carrier during operations is a lesson in perfect coordination. A plane roars in and lands. Instantly it is surrounded by swarms of busy men. There are no shouted orders—none could be heard over the engine noise. Men in bright-colored jerseys, a different color for each different duty, wheel the plane quickly forward, refuel her, rearm her, check her engine and inspect her. In an amazingly short time they are swinging her around again, ready for action. While this goes on, other planes are coming in, each to be met by its own crew of handlers and serviced in its turn. Every man knows his job, because you have given him the basic knowledge that lets us build on your foundations.

In emphasizing mathematics and physics, geography, shop, and manual training, we are dealing with the more primary aspect of our educational needs. Obviously, we also need men with more advanced scientific and engineering abilities. Electrical and mechanical engineering courses are of great value, and such things as optics and administration. In addition to the work of inspecting, drafting, and constructing planes and equipment, the Navy needs many specialists along less obvious lines. For example, we have in the Training Division a section known as "Special Devices." This group has perfected numerous short

cuts for training men in such things as gunnery, the law of storms, mechanics, and rigging. Today we can put a man in the rear turret of a bomber and let him practice shooting at a Zero, without ever leaving the ground. By this we do not reduce his air time—that is not the purpose. What we accomplish is to put him in the air with a better knowledge of his weapon and the problems of a rear gunner—which aids him to use to best advantage every moment of his training time. Therefore, as you can see, almost any kind of scientific or mechanical aptitude and knowledge, applied by trained minds, can be of service to the Navy. We ask you to direct your students along the lines of scientific and engineering knowledge, to see that the texts are available in your libraries, and that they may use your shop and laboratory equipment with your instruction and aid.

This war will probably be long. There can be no halfway measures nor half-hearted effort. Do not underestimate our enemies. They well know what we are beginning to realize—what we must realize—that we are fighting for our lives. The treatment Germany and Japan have meted out to such unfortunate countries as Poland, Austria, Greece, Czecho-Slovakia, and China shows what really motives their efforts at world-conquest. Our combat pilots know!—Thirty men of a torpedo squadron attacked a Jap carrier at Midway. Twenty-nine of those men did not return—but they sank the carrier!

Mathematics and physics, geography, shop, manual training, scientific, and engineering courses—add them to the clean bodies and strong hearts of our youths and we have a formula for victory that only you educators can give your country and your Navy. Then, when you stand in spirit on that carrier deck in the Solomons or off Midway or off Japan itself and watch the planes return from victory, you can say to yourselves, “I helped that pilot, that gunner, that machinist, that ordnanceman—I gave them the knowledge that made them the greatest fighting men in history.” That is your contribution to victory.

Address Before Sunday Services

Rev. EVERETT R. CLINCHY

President, National Conference of Jews and Christians

Our Nation depends upon education to perform essential wartime duties; first, to furnish a climate of opinion and common sentiments for the ideas and values of the American Dream for which we fight; second, to equip citizens that they may act with wisdom, steadiness, and courage in producing the world we want to live in when this police job is completed.

This Institute, convened by Dr. Studebaker, has brought together responsible leaders in the administration and teaching body of American education. It is logical that Director Boutwell should include this hour in which we remind ourselves of the relationship between education and religion. The organized forces of education and religion have common stakes in this war, many parallel objectives for the post-war era. Wherever totalitarian statism has overrun society the schools and the churches have been the first victims. Again, the freedom of the human mind and the liberty of the soul are two sides of the same shield.

The values for which this Nation is fighting are the very objects of American education! What are the values in the philosophy of a thoughtful teacher? The dignity of each person, the infinite capacity of his growth, recognition of his natural rights because he is a creature of God, his freedom of thought and his liberty of spirit, his duties of political, economic, and community brotherhood: these aims of the school are essentially religious ideas. Education in our Republic is the process of guiding each individual life in the self-fulfillment of these values. Thus the foundation of democratic education is religious.

From the beginning of American history our educational, as well as political structure, was fostered by religious people. It was never intended to divorce intellectual training from moral nature. Religious values can be taught in any subject-matter field. They are not to be confused with theological systems, for even the theologians reckon that these principles are in the realm of natural religion. The American public-school system is contributing valiantly to character building and the spiritual life of the Nation without becoming involved in the area of revealed theology.

Thoughtful educators today recognize the relationship between national morale and morality, between the spirit of the people and faith. With the National Education Association, the churches agree that the war service of the teacher makes the spirit of the Nation strong. This war effort cannot succeed apart from the work of teachers. This, then, is what is meant by the opportunity which schools and colleges have today to create sentiments and to shape a public opinion for the ideas and values of the American Dream.

In the techniques of education, American schools lead the world.

My plea is that school teachers, administrators, and university professors of the United States pioneer in new objectives. These objectives have to do with the world we want to live in. One aim in particular desperately needs the attention of educators. It will be, perhaps, the greatest demand of the post-war world. That need is to educate the youth of today to live peaceably with those who are different.

This war is being fought to make the world safe for differences. But no generation of any one nation has been educated to live satisfactorily with a plural number of other nations. Indeed, rare are the examples of a single culture within a nation which has exhibited traits of being *live-with-able*. Vestiges, survivals, hangovers of tribalism infect every human culture group with a degree of the very totalitarian *Drang* which the United Nations are resisting now. The Nazis are bent, fanatically, to destroy every differing culture on the face of the earth; the Japanese militarists assert they will Japanize the world; Mussolini

says it is we or they—there is not room in the world for both Fascism and Democracy. The many cultures joined in the United Nations see the fallacy and the moral evil of this cultural chauvinism, when expressed with this extreme arrogance. But each culture fails to immunize its members against the same mental disease in its own body. My point is that there are little Hitlers, Tojos, and Mussolinis in every nation and in every culture.

To be sure, some hopeful advances in civilized human relations have been made. The national many-ness of Switzerland and the cultural many-ness of Russia provide records of nationality and cultural pluralism. But the ghastly lack of brotherhood in India among Hindus, Moslems, and Christians, in the current crisis, reveals the need of which I speak. Again, the extreme nationalist complexes of even some of the Governments-in-Exile reveal the same under-education in human relations. In the United States, too, when war weariness, cynicism, and disillusionment left us off balance following World War I, our own people tolerated, as Olin Downes puts it, "the noxious swarm which poisoned the thought of the whole nation after 1918." Moreover, we must confess that the traditional relationships of the culture groups to which most of us belong, Protestant, Catholic, and Jewish, adds up to a messy history in every country under the sun.

But none of this is in the best American tradition. No total disrespect of the collective personality of other groups is in the true character of any modern nation, not excepting our enemies. The fault lies with those who have permitted the indoctrination of hate. Equally the failure is to be charged to those educators who have neglected their positive duty to relate the teaching of their subject matter to the brotherhood of the one human family.

With the objective of better relations among Protestants, Catholics, and Jews in American community life, the several racial strains and the many nationality groups, and also with the aim of extending friendly neighborhood traits to the dimensions of worldhood, I respectfully suggest that high schools establish courses in human relations or relate existing courses more directly to intercultural relations. Such courses would call upon the cooperation of departments of social science, pure science, history, languages, literature, and the arts. They would focus on human relations in the post-war world. They would implement the American Dream. What is this drama which we have in the United States of America? Here is a nation as broad as a continent, 3,000 miles wide. From 40 Old World countries have come people who promise to make the United States one nation of many nationalities. Sons and daughters of all the racial strains promise to live together in America as one human family. Worshipers at many altars in this country agree that Protestants, Catholics, Jews are separate and yet united, like the hands, feet, eyes, and ears of one single body. All of these Americans together have agreed upon a constitution guaranteeing the freedom of the mind, and the freedom of the soul of man, *every* man! Forms of quarreling which lead to overt hostilities are ruled out because we are, and must continue to be, "one nation *indivisible*, with liberty and justice for all."

Educators must strive to apply the American Dream to the whole world, that this may become one earth indivisible, with liberty and justice for everyone.

Sunday, August 30, 1942, Evening
Chairman, COLIN ENGLISH
Superintendent of Public Instruction, Florida

What Education Is Doing to Help Win the War

Hon. ELBERT D. THOMAS

Senator from Utah
Chairman, Senate Committee on Education and Labor

I am becoming convinced that if the war we are now fighting continues for another year, as it doubtless will, every American over the age of 3 and this side of senility will be enrolled in some kind of school. Our growing Army in itself is a great educational institution. In it this year are more than 4 million men who have left their normal duties to study the science of war.

The Navy's systematic training program dates from World War I. War industries likewise recognize the value of education. More than 4,900 war-industry plants, employing more than 5,400,000 workers, have adopted training-within-industry programs sponsored by the Federal Government. But even before they reach the doors of war industries, millions of men and women receive training in our great vocational schools. Since July 1, 1940, more than 3 million have taken intensive short courses which prepared them for war industries or improved their skills if they were already employed. Another half-million technicians have been trained by our engineering and science colleges and universities. So important was this training to the war effort that Congress has voted a total of \$343,900,000 to pay the cost of teachers' salaries and to provide equipment.

All this military and war industry training is in addition to the Nation's regular school program which enrolls 30 million pupils and students under the tutelage of 1,200,000 teachers. In this vast company will be found a million college students, most of whom are preparing themselves for war work, and 2½ million vocational education students acquiring abilities directly useful to the war effort.

Is that the entire story? No. Not by many millions. School houses will be lighted throughout the land again this year and if you will look through their windows you will see thousands of adults earnestly learning where the pressure points are to be found and how to put out an incendiary bomb. And still that is not all. Working through women's clubs, schools, service clubs, and other organizations, the Office of Price Administration and other Federal war agencies ask us all to learn how to get a thousand more miles out of our precious tires and how to make 83 cents buy what a dollar used to purchase.

You men and women who have come to Washington as delegates to the Institute on Education and the War are also attending a unique sort of school,

a 4-day, concentrated course on education and the war. That puts me once more in a role in which I have always taken great pride, the role of professor. Other directors of Federal war agencies have told you about agriculture, economics, production, and military science. As I see it, I have the honor of occupying the chair of education at this National Institute. From what I have already said, you will know that I appreciate both the honor and gravity of this assignment. Americans have always had an abiding faith in education; today education is the very fulcrum from which we shall wrench victory from the grasp of the Axis. Hitler's doom is being sealed by an entire Nation studying one lesson—how to defeat him.

The Congress of the United States adopted our present national course of study when it voted a declaration of war against the Axis. I say it with full knowledge that the courses of study in our democratic Nation are determined locally. I say it with full realization that textbooks and assignments did not immediately change. But we are engaged in total war. Neither education nor any other element in our society can be excused from the ranks of total war; so the obligation of education to enlist for the duration was definitely assumed last December 8.

Under our Constitution only the Federal Government is entrusted with the responsibility of waging war. Therefore, in this total war all elements of our national life—education included—must respond to the wishes of our Federal Government. Gone are the days when war could be turned over to the Army and the Navy. We are all soldiers in the legions marching the hazardous road to victory.

If education is also part of the war effort, and I am sure no patriotic teacher or librarian would wish to be excluded, then the Federal Government, seeking unity on all fronts, should mobilize the forces of education in an orderly and systematic manner. It should speak to education through one voice.

Seventy-five years ago this year the Congress of the United States established a spokesman in the Federal Government for the people's national interest in education. That spokesman is the U. S. Office of Education. Your presence here—State superintendents of schools, city superintendents, college presidents and deans, vocational and rural education leaders, and officers of great national organizations—affords testimony to the fine working relationships between Federal, State, and local educational organizations that have been developed over three-quarters of a century. These are the working relationships which are the Nation's great strength in time of crisis.

Supplementing this normal machinery for cooperation, I know that immediately after Pearl Harbor you set up the United States Office of Education Wartime Commission. I know that through this Wartime Commission the vitality of national professional and voluntary education organizations has been added to the strength of the Federal Government's official relations with public and private education systems and institutions. I have followed the work of the Wartime Commission and of the U. S. Office of Education with growing interest and enthusiasm. Although sea battles and air raids take the headlines, the history of this war, when it is written, will record with glowing tribute victories on the home front won by education—victories without which the successes of both men and machines on the fighting line could never have been possible.

In my work in the Senate of the United States, I am familiar with what goes on in many walks of life and I can say without reservation that no trade or profession has been more alert than our Nation's educators to their responsibilities nor has any group been more prompt and skillful in carrying out war assignments.

Schools should not limit their aims to the immediate requests of a government waging war. Millions of children will still be in school when that victory comes. But those millions will grow up and graduate in the long, slow years of rebuilding the world. To make it the kind of world in which all men may live at peace—to help extend the Four Freedoms and the Atlantic Charter to the entire hemisphere is the task of American education—the long range task.

We won the last war, and lost the peace because the American people did not understand that their lives were bound for better or worse to Chinese rice growers, Australian sheep raisers, and coal miners in Poland. They were not aware that every period of prosperity in America coincided with a period of extensive world trade, especially trade with the Orient. They thought we could live alone and thrive. We are now paying a terrible cost for national misjudgment. Responsibility for that error must fall heavily on education. All teachers everywhere should say to themselves, "It must not happen again if we can help it." And they can help. Teachers, more than most any other members of our society, can help the citizens of tomorrow understand the basic facts of world unity. They must help our young people see that freedom cannot be safe for them until it is safe for all men everywhere. If I were allowed the privilege of one request which I might make through you to the teachers of the Nation it would be this: Work for world unity!

In a recent book on "Thomas Jefferson—World Citizen," I pointed out that "World unity does not mean a world of bliss; it means a world much like our own America, where strife, litigation, contest, competition, struggle, strikes, and clashes of all kinds of interests go hand in hand with splendid and peaceful cooperation in fifty-odd political jurisdictions; where men have complex citizenship and some no citizenship, yet all stand as individuals before the law; where States pull against each other, some alone, some in regions of interest, yet all unite for the common good." Those are the hard facts the schools must burn into the minds of their students.

Sometimes members of Congress and others declare that since education is not mentioned in the Constitution, the Federal Government has no concern with it.

I think I have listed enough current demands by the Federal agencies to prove that our Government cannot get along without education. I have also suggested that the future welfare of our Nation and of the world is utterly dependent on what our children learn. I could go on and point out that beginning in 1787 the Federal Government invested 500 million dollars in land grants to establish a myriad of little white school houses. I have said and say again that the endowment funds which the Federal Government, beginning in 1862, invested in our 69 land-grant colleges have since produced more beneficial results than any social machinery created in the last 2,000 years. If Congress had not voted Federal aid to vocational education in 1917, the country could not have trained 3 million emergency workers for our vital war industries during

the last 2 years. No, the Federal Government cannot operate without the help of education.

It is no precedent, therefore, that other proposals for Federal promotion of education are before Congress. Failure to reinforce our elementary school systems has left us with a terrible legacy in this crisis. Nearly half a million Selective Service registrants are reported to be functionally illiterate. Today hundreds of officers and noncommissioned men in Army camps are spending hours teaching soldiers to read and write. How can the Federal Government fail to be concerned about such a situation? As a measure of national defense, the Federal Government must have prospective soldiers trained in the fundamental skills before they ever reach the Army. Congress now has before it proposals to strengthen elementary education. Congress may also soon have before it proposals for Federal financing of plans to mobilize our college students into a great reserve. There will also be proposals for rehabilitation training for disabled soldiers. We should not examine these proposals with any sense of guilt or fear. Our experience reveals that the Federal Government can and must promote education. Every instance of Federal aid to education has been a success story. And why not? Thomas Jefferson years ago saw the necessity of the "education of the common people." Next spring will witness the 200th Anniversary of the birth of this American whose ideas and ideals we live by. Next spring we will dedicate a memorial in Washington in his honor. By odd and fortunate coincidence the current proposals for Federal aid for elementary and other schools and for a college war reserve would, if voted, bring to pass nationally the goal of Jefferson's famous Virginia education plan. No greater honor could be paid Thomas Jefferson and no greater good could be accomplished for the Nation than by approval of a well-balanced, generous, comprehensive, program of Federal support for education.

"Educate and inform the whole mass of the people," said Thomas Jefferson. "Enable them to see that it is in their interest to preserve peace and order, and they will preserve them. . . . Preach a crusade 'against ignorance; establish and improve the law for educating the common people."

What Can an Intelligent Teacher Think and Do About the War?

ELMER DAVIS

Director, Office of War Information

The title given to this talk somewhat perplexes me. To try to tell intelligent teachers what they ought to think seems a contradiction in terms. What they ought to do, of course, is to teach; but I expect that for the last 2 days people have been telling you what you ought to teach, so there may not be much left. However, I will venture to emphasize some few things that are indeed being taught already; but that everyone who is engaged in education, whether dealing with children or with adults, has got to teach and go on teaching, not only now but so long as the need endures.

Teach them, to begin with, that they are living in historic times—more historic than any they have ever read about in the histories; that this is no ordinary war and no ordinary crisis, but probably the greatest turning point in human destiny, to date. Science and technology have given us the tools which could build a better world than anyone could have imagined a few decades ago; or which could blow us right back into savagery.

More than ever before, the human race has its destiny in its own hands; barring some unpredictable astronomical catastrophe, the future will be what men make it. Teach your students, then, that our future will be what we are strong enough, and resolute enough, and intelligent enough to make it, against the opposition of able and ruthless men who are determined to make it something else. Teach them that there is no Santa Claus; that we will get no more than we work for, and that unless we work hard enough and intelligently enough we shall be worse off than we could ever have imagined.

Above all, teach them that when we have won the war the crisis will not be over—will indeed have come to its most critical stage; that we can't afford to stop working and stop thinking when the shooting stops. Teach them that when they wake up tomorrow morning it won't be yesterday; that there is no going back—to normalcy, to a golden age real or imagined, or to an age which if not golden was at any rate familiar and comprehensible. Whether we like it or not, we have got to go ahead, in one direction or the other—up, or down.

The Chinese word for crisis, I learn from James B. Reston's recent book, *Prelude to Victory*, is written with two characters meaning, respectively, danger and opportunity. There is opportunity as well as danger in this war; and there will be danger as well as opportunity in the years of transition when we are trying to bring the world back from a state of war to genuine peace. Just now the danger is the more apparent; yet I sometimes wonder if it is apparent enough, to people who by the accident of geography live far away from any scene of action, and it is the job of education to make it real.

Teach your students that the earth is round. We all know that; but we are so used to looking at flat maps that at best we are likely to think of it as round like a cylinder, not round like a ball. Teach them the real relations of space and distance on this globe; teach them that while we talk now of a two-ocean navy, we may eventually have to think of a three-frontier air force for the continent of North America. Teach them that the shortest route from this country to a good part of the Old World is across the North Pole; and that frontier might need defense, in the next war if not in this one, unless we are smart enough not to have a next war. Teach them what a global war really means—that what happens in Libya or in Malaya may make a difference in what happens in Oklahoma or Nebraska. Why has the boy who used to live next door to you gone off to the Solomon Islands, which he had probably never heard of a year ago? Why, he is fighting in the Solomons to keep the war away from home; and any of the people who have experienced the war at home can tell you that keeping it away is worth a considerable effort. Teach your students that; and teach them, too, that we are trying to win a war in Europe and the far Pacific because we have a better chance to win it there than if we waited for it to come home to us.

Teach them that a total war affects the life of every citizen and that its outcome will be affected in some slight degree by what every citizen does. There is no question of the willingness of the American people to do what may be necessary to win the war; but it is our job to show them how many things, different and sometimes apparently irrelevant things, are going to be necessary. There are plenty of men who would be willing to die for their country, if the occasion arose; but the occasion does not arise, and in the meantime they are unwilling to drive so slowly as 35 miles an hour for their country. There are plenty of women who would be willing to take into their homes children who had been bombed out in an air raid—take them in and look after them; but we have had no air raids, and there is less enthusiasm for looking after the children of women who might go to work in munitions factories if they could get somebody to take care of the family. There is no question of the general willingness to do the obvious things, the spectacular things; but plenty of people are going to have to do dull and drab and uninteresting work besides, if we are to win the war.

Teach your students what kind of people we are fighting. They are able men and they mean business. When Admiral Yamamoto last December said that he intended to dictate peace in the White House, most of us took it as a joke; but Yamamoto meant it, and before long his men were a couple of thousand miles nearer the White House than when he said it. They would be nearer than that now but for the victory at Midway. Teach your students that the leaders of Japan, and of Germany, have taught their peoples that they are master races, with a God-given right to rule everybody else—including us; and that an immense number of Japanese and Germans really believe it. Teach your students what it feels like to be conquered by such people—there is plenty of evidence, from Europe and Asia, too. Try to make them understand what it means to live in a country where any man may be tortured to death, by men who like to torture people, for no other crime than refusal to take orders from the master race; where a dozen men might be picked at random and shot in so-called reprisal for something they never heard of—the killing, by somebody else, of a member of the master race; a country where children starve to death because the food is taken away from them by the master race. There are plenty of countries like that; the countries that failed to stop the enemy.

Remember that the men we are fighting, the leaders and many millions of their followers, believe that anything goes, if it advances the interest of their own nation. We were infuriated by the treacherous attack on Pearl Harbor while the Japanese were still talking peace; but Hitler has attacked half a dozen nations in Europe while he was still talking peace. Remember that, when he starts talking peace again—as he conceivably might this winter, by roundabout methods, if the fighting does not go well enough to suit him this fall. Remember that to make peace with men like Hitler and the Japanese militarists would only be to let ourselves in for new and bigger Pearl Harbors, whenever they thought the moment was favorable; that we should have to remain so heavily armed, so heavily militarized, in anticipation of such attacks, that peace would be very little different from war. Teach your students that there is no use making peace with men who attack you in time of peace; that there is no safety, for us or anybody, till those men are beaten down. Teach them, in short, the kind

of world they live in. It is not the kind of world any of us would like to live in; but we are not going to live in it very long, or very successfully, unless we know what it is like and what we have to do about it.

Well—after we have done something about it, after the enemy is beaten down, then education is going to have its toughest job. For it is going to have to fight the natural human tendency, after a great effort, to sit back and rest, to take it easy for a while. And every educator will have the unpleasant duty of telling his students, whether children or adults, that then above all times we cannot afford to take it easy, unless we want to run the risk of having this thing to do over again in another 25 years. H. G. Wells, writing just after the last war, described the situation of humanity at that time as a race between education and catastrophe. As we all know, catastrophe won that race; but if the United Nations win this war education has one more chance. And quite possibly just one more chance; for if we lose the next race, the next catastrophe will be a bigger and better catastrophe, which might close this phase of the development of the human species, and compel such specimens of it as might survive to start all over again, from the point we started from several thousand years ago.

This crucial point in human development—a point from which we may go onward and upward, fast, or backward and downward even faster—this point has been reached, of course, because of technological developments; but primarily because of one single invention which has changed human life more than anything else since the discovery of how to make fire. This world would be a far more comfortable place to live in, and the prospects of the human race would be considerably more encouraging, if a couple of young men in Dayton, Ohio, some 40 years ago, had been content to stick to their business of repairing bicycles, instead of wasting their time and what little money they had on an enterprise which the best scientific opinion of the day agreed was impossible. But the Wright brothers stubbornly went ahead and ate of the tree of knowledge; and the result was the transformation of human life from a two-dimensional to a three-dimensional activity, several thousand years before human nature was ready for the additional responsibilities thus entailed. The problem of education, and of statesmanship, after this war, is basically the problem of how, or whether, the human race is going to be able to live with the bombing plane—a symbiosis apparently never contemplated by nature, but one which we have got to work out if we are to go on at all.

I suppose most of you have read Major de Seversky's book—an evangelistic document which is of dubious value as a guide to the contemporary world. Essentially, Seversky is not writing about this war, but about the next one. Those bombing planes that start from Kansas City, or thereabouts, and blast Tokyo, and come back home again—they do not now exist, and are not likely to make their appearance in this war. But it would be a very reckless man who would predict that 25 years from now, we might not have bombing planes that could fly from Kansas City to Tokyo—or from Tokyo to Kansas City. And when we have got that far there will be no safe place on earth, unless somehow the human race can develop sufficient intelligence to make the whole earth safe.

I do not know how that can be done, or even if it can be done; but it requires no great insight to predict that unless it is done, what we call civilization may not outlast the twentieth century. This obvious point need not be

labored; in theory, practically everybody in this country, indeed in most countries, will agree on the desirability of preventing the next war, if we can. But as to how, there will certainly be much argument, perhaps bitter argument. It is hardly likely to be partisan argument, this time; leaders of both parties are agreed on the need of recognizing this Nation's international responsibilities. But there can be plenty of honest disagreement on details, and there are likely to be plenty of honest mistakes in trying to work it out.

And what can the intelligent teacher do about all that? Well, he can try to make his students keep their eyes fixed on the essential points. He can remind them that practical operation is more important than theoretical principles; that slogans such as nationalism versus internationalism are likely to be misleading and confusing, in a situation where practical success is likely to call for a mixture of both. In the latest official pronouncement of our policy, Secretary Hull's speech of July 23, it was declared that "it is plain that some international agency must be created which can—by force, if necessary—keep the peace among the nations in the future." But Mr. Hull also said that "the nations of the world will then be able to go forward in the manner of their own choosing." Here obviously is neither complete nationalism nor complete internationalism, as now understood; people who stand on either as a principle are likely to be less useful than those who are willing to mix them up in whatever proportions prove most practically useful.

Further, the teacher should remember, and remind his students, that, as Mr. Hull says, "neither victory nor any form of post-war settlement will of itself create a millennium." Millennial hopes were widely current at the end of the last war; the great collective effort of 1918 had made people realize what the human race could accomplish, with a reasonable degree of cooperation; and when cooperation failed, when the millennial dreams were disappointed, too many people rushed to the opposite extreme of cynicism and apathy. We ought to know better this time. As Alexander Hamilton said, it is useless to expect a perfect work from imperfect man. Hamilton said that, however, in discussion of a constitution which in his opinion was quite imperfect; but which he was prepared to accept and try to operate because he thought it was the best that could be got. And in fact, it operated and is still operating pretty well. Which may be a hopeful omen if we can be as realistic as Hamilton and take the best we can get.

But above all the teacher should constantly teach that this time we can't afford to sit back and take it easy, we can't afford to let up; we have got to go on, however much we may dislike it, with the hard and uncomfortable labor of thinking. Many people would like to believe that victory would restore the world as it used to be; but it won't. Whether you found that world comfortable and satisfactory or not—some did and some didn't—it is not coming back; we are going to have a different kind of world to deal with, a world which can be made not only satisfactory, but more satisfactory eventually than anything we have ever known—but could be made so only by intelligent, cohesive, and unrelenting effort. Frail human nature is not too hospitable to unrelenting effort, except under the spur of necessity; it is your job as teachers to keep reminding people of the necessity. Issues may arise about which there will be protest that it costs too much, it takes too much work, it isn't practical. Examine

those specific complaints by all means and see what there is in them; but never forget, never let the public forget, that the alternative to finding something that will work is a world, for our children, in which bombing planes can fly from Tokyo to Kansas City; and architecture will have become the art of figuring out how people can live and work, with the least discomfort, underground.

Perhaps I have talked too much from the point of view of adult education, since I have myself been working at some form of adult education most of my life; some of what I have said may seem irrelevant to those of you who deal with young people. Sometimes, when I contemplate the world in which I grew up, and then the world of today, I wonder what on earth we can say to them, about the kind of world we brought them into. However, to judge from most of the young people I know, this current world does not look quite so unappetizing to them as it may to people who first began to sit up and take notice in the Taft administration; it is dangerous and uncertain, yes, but they have always lived in a world of uncertainty and have learned to take uncertainty in their stride. The danger is obvious enough; but remind them that besides the danger they have an unprecedented opportunity. The destruction in this war is terrific; many parts of the world will be left impoverished; but we have the technical capacities to repair those losses and to go ahead with the rebuilding of a world which could be far better than any we have ever seen. All the young people of today need to do, to construct that better world, is to behave more intelligently than did their ancestors; and I am confident that most of them would tell you that they could easily do that.

Monday, August 31, 1942, Afternoon

Chairman, JAMES B. EDMONDSON

Dean of Education, University of Michigan
Ann Arbor, Mich.

The Teacher's Stake in Control of the Cost of Living

LEON HENDERSON

Administrator, Office of Price Administration

I believe, as I suspect most Americans are coming to believe, that price control is almost as vital to us as our air forces. I am in dead earnest about it. And I understand from the responses you sent to Dr. Studebaker and from what you told the consultants of our Educational Relations Branch of the OPA that the educators share the conviction that price control is a major part of the people's program for the home front.

The meaning of total war.—There never was a time of war when the people took such an active part. Formerly we sent armed forces to engage with each other. Now, civilians in all walks of life sacrifice in living conditions to help pay for the war and to help production for the war. In many countries, as you know, civilians are bombed as much as the armed forces are bombed. In China and England and in other countries there is a sense that this is a people's war; that it is a total war, and that the people intend to hold their leaders responsible for hewing to the line of a people's war. America does not yet know that it is a total war, but if we are right as to what we must do in order to have everything necessary to win this crucial war, it will not be very many months before the American public will really know what it means to take from within itself all that is needed to fight a global war.

I was very pleased with a resolution which was unanimously passed last June at the Sewanee (Tennessee) Work Conference on Higher Education, attended by some 250 representatives from colleges and secondary schools in 17 Southern States. To show the keen interest of teachers and administrators in the economic measures of the Office of Price Administration I would like to quote briefly from that resolution. The resolution read in part:

Be it resolved that:

1. We urge all institutions of higher education, represented here and in the Southern Association of Colleges and Secondary Schools to establish a "Committee on War Relations" with special reference to the problems of consumer education.
2. We urge each institution to offer regular credit courses and special short courses and seminars on various problems of consumer education dealing with price regulations, rationing, maximum use of scarce goods, and the problem of maintaining standards of quality; and that opportunity to attend such special courses be extended to consumer groups of the area served by the institution.
3. We urge all institutions to participate in local and area "action programs" such as consumer centers, and war institutes.

This is merely a sample of the many expressions which we have had from educators all over the country which reveal a keen desire to help us lick the threat of inflation. I am convinced that no group in America can be of greater assistance in this job because in large part it is educational.

Price control and democracy.—I have been described as an educator on leave of absence from the classroom, and maybe academic; but as a point of departure I would like to review with you three major points of the program of the OPA which are of particular concern to schools. All Americans know that living costs pinch our pocketbooks.

A year ago this August, when we first introduced our price-control bill in Congress, it was impossible to get anyone to believe that there could be anything like a rising tide of inflation in this country. Today that condition is changing rapidly. Now many more of us know that stable prices are necessary to gain maximum production to protect national morale and strength and to win the victory on the fighting line.

We are also coming to know that, first of all, there is a relation between price control and democracy. It is doubtful that many Americans, outside of the educational profession, are so well aware as you are, that price control is a

practical and modern expression of democracy. This is the first important reason why teachers have a stake in the OPA program.

As educators, we are all interested in the welfare of the community, not only its physical welfare, but its political, its moral, and its spiritual welfare. The democratic ideal is the essence of education, and price control is a powerful instrumentality towards this end.

Where there is a ceiling on rents, low-paid families have some chance of maintaining a standard of living that never has been too high.

Where the community rations scarce supplies and enforces price ceilings that are no more than fair, the sense of common good rises above the passion of individual greed, and generosity and forbearance flourish instead of hoarding and speculation. Where the success of our common enterprise depends upon the participation of every member of the community, the responsibility, the dignity and the power of the common man comes to the front.

I think you will all agree that, on these grounds, price control offers the schools a rare opportunity to strengthen democracy. In this connection, Jesse Overturf, Superintendent of Schools of Sacramento, Calif., has told us that rationing registration was the most effective school-and-community program ever undertaken there.

You have all heard it said by the Axis spokesmen that democracy is decadent, that democracy does not work. I don't know of anything in the private transcriptions of Goebbels' propaganda that stirs my ire more than his comparison between the totalitarian way of doing things and the democratic. Many of us have resented Goebbels' declaration, many have known it to be an outright falsehood. But today we have an even stronger answer to this propaganda.

The last correspondents out of the Axis countries report that dictatorship, which is admittedly good at waging war, has botched the job of price control. Because their people are not in sympathy with the governments of the Axis nations, and because the Axis systems are based on social and economic privilege, no amount of terror or punishment can stop hoarding and bootlegging. Much of the profiteering and diversion of supplies is done with the connivance of Axis officials themselves, who are making private fortunes out of the common ruin. We know places today within the Axis sphere of influence where if you want to put up the money you can divert raw materials from Axis production.

It should be obvious that no government could succeed in price administration without popular support. In this country, we have almost 2 million retail stores. One store may carry as many as 30 thousand different kinds of items for sale. The number of transactions in this country each day runs into hundreds of millions. No one can possibly enforce price control on this scale without the assistance and sympathetic understanding of the population. It is plain that in regulating prices democracy not only does work, it *must* work; it is the only method that possibly *can* work.

Instruction in price control.—And that brings me to the second point. We have been talking of education in its best meaning, in terms of the teacher's ambition to lead the learner to a better way of life. But we have also to think of education in terms of pedestrian duty to inform and instruct.

We in this country never knew before what it meant to be rationed. We never knew the meaning of price control. Certainly we never knew the

meaning of rent control. And we here in Washington are depending in large part on your people in the schools to handle the job of information and instruction. The job consists of training administrators, informing businessmen, and impressing the public with certain specific facts, attitudes, and habits.

In learning the work of administering prices we had no satisfactory textbook in Washington, and although we profited by the experience of the last war and the experiments of other governments, for the most part we have had to rely on the principle of "learning by doing."

Not only the administrator, but legislators, lobbyists, and businessmen have learned the lesson of price control in this way. Some of the differences of opinion of which you hear are really a good sign; they mean that we are studying hard.

Price control is one of the areas in which the schools have a first-class chance to execute their responsibility and to help the public understand the general problems of wartime economy, to help businessmen to solve their particular problems in the economy, and to assist the government in the educational aspects of administration.

If I were outlining a course of study for a teachers' institute, I would begin with the political character of the war. I would contrast the political attitude, the Atlantic Charter, the Four Freedoms, and the ideas expressed by the President and Vice President against the background of the doctrines and actions of the Axis in *Mein Kampf*.

I would take up the economic character of the war by contrasting the possibilities of a world-wide economy with the jealousies and frictions of rival spheres of influence, with the provincial pride and enforced poverty of the autarchic state. I would contrast the social ideals of the slave states, and their religious adulation of their rulers, with the social ideals of the United Nations.

We get asked frequently what America will look like in the post-war period. People want to know whether or not regimentation, which is forced upon us by the compulsion of war, will be long maintained; my usual response is "No!" If I thought that regimentation is all we have to look forward to, I'd suggest that we might make a better bargain with Hitler, Tojo, and Mussolini. But, I assume, we are looking for something. We are fighting to maintain something in the way of American political tradition. If we were not fighting to maintain this tradition, we could make a better bargain for a few million dollars and lose none of the lives that it may be necessary to sacrifice.

Once I had established what we are fighting for, both at home and abroad, I would approach the economic problems of war through the Requirements Committee of the War Production Board. I would then show how that committee lines up the materials and productive forces of this country, and at the same time, I would indicate what we have lost from the sinking of our ships, the invasion of the East Indies, and the dislocation of our peacetime pattern of production and distribution.

To demonstrate whether or not price control has any bearing on production, I would then ask whether it has meant anything to the manufacturer that there has been a ceiling price for steel, that there has been a ceiling price for scrap, and that there have been ceiling prices on all of the raw materials that are available for public control. We are fortunate indeed that there has been in

prospect a fairly stable price throughout the period for which production must be planned. I would discuss how we can save money by the use of subsidies. I would discuss the relation between the stabilization of prices and the planning of production. I would discuss the use of price ceilings, allocations, and rationing. And then if I had a blackboard or a magic lantern I would demonstrate how our military expenditures have grown from 5 million dollars a day to 150 million a day, how they are growing to more than 200 million a day, and how, if we want to win this war, we must go even higher because there is a direct relation between what we are able to spend each day and the time in which we can get this job done.

I would compare the total national income of about 71½ billion dollars in 1937 with the military budget in 1943-44 of more than 90 billion dollars. In other words, I contemplate that this country shall spend for the merchandise of death, for the training and arming of our forces in 1943-44, something like 90 billion dollars, or almost 18 billion dollars more than we spent on our entire economy in the peacetime year of 1937. It is about 15 billion dollars more than we expect to spend this year on all our peacetime needs.

I would demonstrate that with so much time and material going into war production, there is an inevitable decline in production of civilian goods and services. I would show how wartime pay rolls and profits were mounting, even as the goods and services for sale declined. I would indicate how these wartime incomes tend to boost prices, as at a country auction, and how taxes, savings, and debt payments tend to reduce spending and so restrain prices.

This story has been told many times by our own information services, but I do not think it can be told too often. And I don't think it can be overlooked by school systems because there are channels and there are groups which schools can touch that no amount of published information can hope to reach. So long as the threat of price increases remains, we know that the story has not been told often enough.

Finally, I would discuss the specific facts, habits, and attitudes which are appropriate to a patriotic citizen in wartime. I would emphasize the value of saving, the willingness to pay taxes, the need to forego buying, the value of knowing, respecting, and using price and rationing regulations.

To give you an example: buying a Bond instead of spending the money on nonessentials. The cost of living has gone up about 18 percent. If you have a debt that was contracted before August 1939, you can discharge it for 82 percent of its value, as measured by the dollar's present purchasing power. On the other side of the coin, if you save a dollar now and the price level returns to that of August 1939, your dollar will have a purchasing power of \$1.18. Now that is a strictly practical application of the recommendation to pay your debts and to save. Here's a fine opportunity to appeal to people on the basis of their economic advantage.

I would work out a budget or a series of budgets suggesting how families in different circumstances might apportion their funds for taxes, savings, rent, food, clothing, insurance, education, and health protection, on the basis of wartime needs and conditions. And I would devote considerable study to introducing simpler living habits for the majority of Americans, and improving

the living conditions of the least privileged. I would do this not necessarily for philosophical or humanitarian reasons, but as a matter of strict military necessity.

As you know, there has been some discussion about a scarcity of meat. In terms of a year ago, in terms of the meat habits of this country, there is no shortage of meat. What we have is an extraordinary appetite for meat encouraged by an extraordinary increase in purchasing power. I agree with the President that we certainly suffer no great hardship if we are obliged to reduce our meat consumption to pre-war levels. As the rationer, I am not going to get sentimental about restricting the freedom to buy meat. By that I do not mean that somebody who is entitled to a reasonable amount and fair share of the meat supply cannot get it. I do mean that we have come to the point where it is no longer possible for any buyer to be free to go to the butcher shop and get any cut that he elects. Some part of this explanation needs to be passed on to the American public, the people whom you teach.

I would undertake to secure a complete realization of the government's cost-of-living program as outlined in the President's Seven-Point Message to Congress at the time the General Maximum Price Regulation was announced. I would do everything possible to restrict unessential spending, and I would lend a hand to every practical or possible enterprise to improve the distribution, availability, and actual quantity of supplies for both civilian and military purposes. Anyone who spends heedlessly; anyone who is wasteful; anyone who shirks or restricts essential production is an enemy of this country. To the extent that the schools fail to use their available facilities in support of this general program, they are derelict.

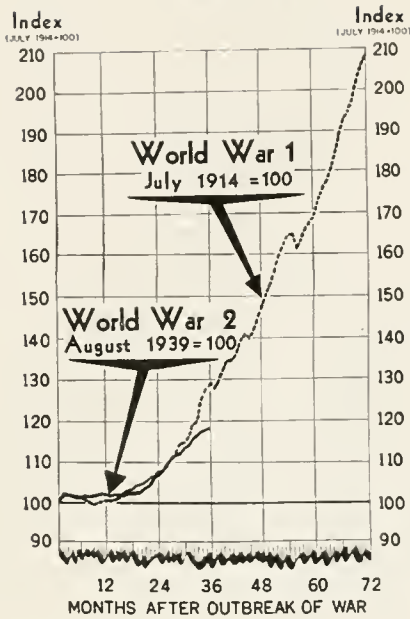
In the armed forces, every member of a combat unit knows the penalty of failing in his duties. In modern war, every civilian must understand that penalties threaten him, too. We do not ourselves impose harsh penalties upon civilians, but we are mindful that Hitler and the Japanese stand ready to impose them. Because we have not fully understood the duties of the civilian in a war world, the Axis has already penalized us, not only with the loss of materials and comforts, but with the loss of our relatives, friends, and companions.

It is for this reason that I labor the point that, if we are not to be exposed to the fate of France, education must convert to wartime needs. "Education as usual" is no more tolerable in our present situation than "business as usual," "labor as usual," "politics as usual," or "government bureaucracy as usual."

Financial danger to schools.—My third point is that, no matter how the schools operate, price control is necessary if they are to operate with any success at all. We can leave aside the possibility of defeat and the imposition of a new social order which will abolish popular education, as subversive. Even short of that ultimate tragedy, there is the danger that runaway prices will cripple the schools.

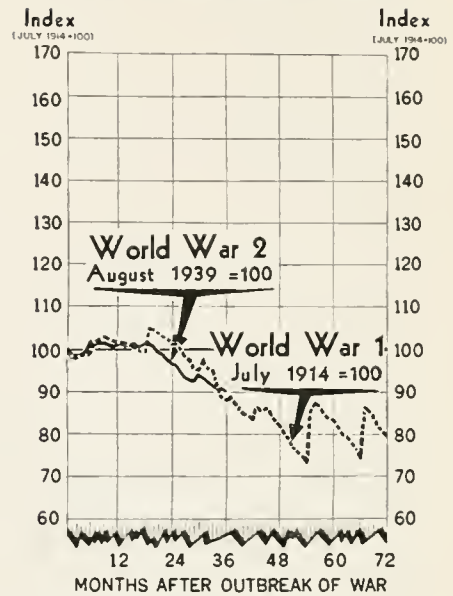
I have a chart here which demonstrates how prices ran away in the last war, and it shows what has happened so far in this one. We have used more controls and stronger controls in this war than in the last, but we also have to deal with much more powerful inflationary forces. Unless we stop the price trend from getting out of hand—and that is your responsibility as much as ours—the work of the schools will suffer.

Chart 1
Cost of Living



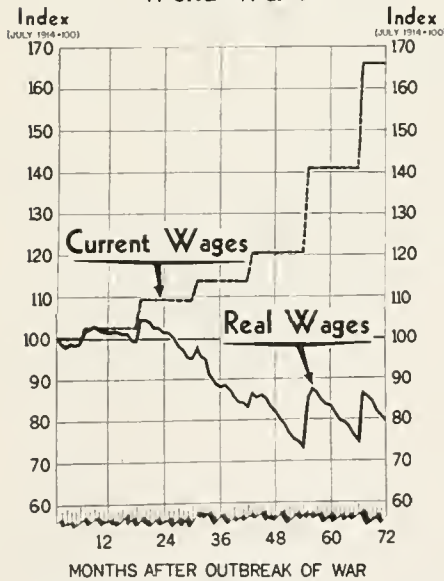
SOURCE: BUREAU OF LABOR STATISTICS

Chart 2
Teachers' Purchasing Power



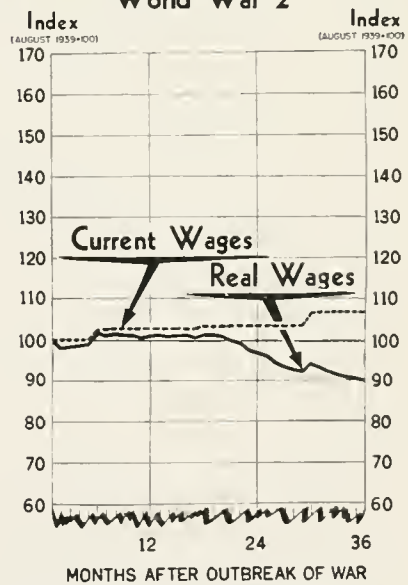
SOURCE: COMPUTED FROM N.E.A. AND U.S. OFFICE OF EDUCATION FIGURES FOR SALARIES AND BUREAU OF LABOR STATISTICS FIGURES FOR COST OF LIVING

Chart 3
Teachers Current and Real Wages
World War 1



SOURCE: FIGURES ON CURRENT WAGES FROM N.E.A. AND U.S. OFFICE OF EDUCATION. FIGURES ON REAL WAGES COMPUTED FROM WAGE DATA OF N.E.A. AND U.S. OFFICE OF EDUCATION AND COST OF LIVING DATA OF BUREAU OF LABOR STATISTICS

Chart 4
Teachers' Current and Real Wages
World War 2



SOURCE: FIGURES ON CURRENT WAGES FROM N.E.A. AND U.S. OFFICE OF EDUCATION. FIGURES ON REAL WAGES COMPUTED FROM WAGE DATA OF N.E.A. AND U.S. OFFICE OF EDUCATION AND COST OF LIVING DATA OF BUREAU OF LABOR STATISTICS

Charts courtesy of Office of Price Administration.

Inflation, as you know, is an uncontrolled and unplanned method of distributing the burden of war. It hurts most those who deserve it least. It strikes hardest at teachers, government workers, pensioners, the holders of savings, insurance policies, annuities, and others with low or fixed income.

If the cost of living has advanced 18 percent, everybody living on a fixed income who has not had an increase since August 1939, has already suffered a reduction of living standards of 18 percent. This chart shows what happened to the teacher's standard of living in World War I. Even though her actual cash income increased, her real buying power declined. She suffered in effect a pay cut of 20 percent, although she was then, as I believe she is today, among the most poorly paid professional workers in our society.

This next chart shows how the teacher's buying power and her cash income are changing in the present situation. Actually, her loss is much greater than it appears here because these figures include salaries of principals and supervisors, whereas the income of actual classroom teachers, as we all know from personal experience, is on a somewhat lower scale.

I have one more chart comparing the trend in the teacher's buying power in the first war with the present trend. That trend, as you see, is on the verge of a nose dive. The downward tendency of the trend today has been checked by such price controls as we have been able to make effective, and we have far more effective controls in this war than we had in the last.

It is my belief, as I am sure you will agree, that the welfare of the pupil depends pretty much on the welfare of the teacher and the teaching system. As a matter of community responsibility, as a matter of guaranteeing that pupils may study and work in a wholesome and hopeful environment, it is essential that the economic security and dignity of teachers be protected.

At the same time, the school cannot be blind to the threat to the economic welfare of the pupils themselves. For a great many pupils, runaway prices and rents threaten to deprive them of the basic necessities of life. Barefoot children cannot walk to school. Hungry children are slow to learn. Children with colds and chattering teeth cannot put their minds on their books. These conditions exist even now in too many school districts.

The educational handicap suffered by ill-nourished and ill-clad children, I venture, is one of the greatest of the hidden costs of the unemployment and financial depression of the too recent past. Now we do not wish to add to that burden the unemployment and financial derangement that will result from inflation.

The operations of the school may also be squeezed between rising costs and restricted incomes. As Federal taxes rise, local taxpayers may grumble. They may look upon the schools as nonessential to the war. The schools must demonstrate that they justify the expenditure of local taxes. But they must also relieve the local taxpayer as much as possible, by restricting unnecessary expenditures and by doing everything possible to contribute to the control of prices. The school that succeeds in doing this without curtailing essential operations or lessening the local contribution to the home front will earn and well deserve the esteem of the community.

For a good many years, as you may know, I have been talking about the need of the citizens in a democracy to become alive to their responsibilities in a

world at war. As the leaves on the calendar peeled away, and the Axis armies advanced and gained in strength, I have wondered whether I had talked enough. And I have wondered whether there was time left to say enough to make people realize what we are up against.

Perhaps some of you have shared my experience in recent years. In the 20's and 30's, many of us felt badly about the Treaty of Versailles, and the weakness of the League of Nations. Many of us felt badly as to the Spanish Civil War and the rise of Fascism, and we felt we ought to make people think about these international matters. Then, in the many months leading up to the attack on Pearl Harbor, we had several defense commissions—OPM, SPAB—studying the world situation. I talked with many men who were right at the heart of the problem. Our mutual fund of information helped us to see, if we could not know personally, what was the prospect for America's becoming a part of this war. We were torn, as many were torn, as to what we should do. We wondered, as persons charged with a responsibility, whether we had an obligation to issue warnings, whether we ought to get a soap box and say what we knew, what our information was telling us was going to happen if we did not act to hold the world at peace. But we were afraid to be called propagandists and warmongers. Many of us wonder now whether we made the right decision.

There have been signs lately that we are at last getting into action. Reports from the battle lines and from the production lines are encouraging. I can't give you figures on production, but I can tell you this: we made more war goods last month than the total production of all the Axis nations. That is not good enough. We have got to double it. What you are interested in and what I am interested in is that we succeed in winning this war.

The reports which have been brought back to us from the educational world by a group of curriculum experts who visited hundreds of centers of learning for us this summer, are also encouraging. These men and women were assigned by the Educational Relations Branch of the Consumer Division of OPA to offer assistance to teachers, educational workshops at universities, and schools that were interested in developing wartime programs. They discovered that many educators were alive to the national danger and eager to assist our consultants in developing a vigorous educational program as their part of the total war effort.

With this experience as a background, they came to Washington a short time ago to advise us on plans. That conference outlined future operations in which the Educational Relations Branch in cooperation with the U. S. Office of Education and State and local school systems may continue to aid each other within the coordinated educational program for the home front. The essence of those operations is that the school, the community, and the civilian population will throw their full weight into the fight against a rise in prices and a slack in production.

The Axis nations understand that this is a total war, which means not only total danger but total effort. Because so far we have failed to understand it, they think we are soft and worthless, and that we shall fall to them as easily as our outposts fell in Europe and in the Far East. But I think we are rapidly getting ready to talk back to the Axis. I think, before many weeks, it will be

possible to say because of the help of educators that here in America, we are all "soldiers." As our President has said, "Every single man, woman, and child is a partner in the most tremendous undertaking of our American history." And, that is what we say, too, as we fight a people's war for a people's peace

How Can Teachers Be Informed About Education's War Duties?

DABNEY S. LANCASTER

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A decade ago I recall hearing an address delivered by the late President of the State University in one of the Southwestern States. He pointed out that at the time of his inauguration the University had a rule book that contained 99 rules. Each rule began "Thou shalt not" and the 99th rule said, "If there be anything that has not been prohibited in the foregoing 98 rules, thou shalt not do that either."

He said that he considered the abolition of the rule book the most important act of his administration.

Now the teachers of America do not wish to have a rule book of this kind. They do want a guidebook that will let them know what is expected of them and how they are to proceed. There is no more patriotic, loyal, and devoted group in America. They have demonstrated this already. They are ready and willing to undertake any task assigned them.

Throughout this Institute the point has been stressed that this is no time for "Education as usual." We are all in this war.

General Somervell has told us emphatically that the task of the Army is to train men to fight. The armed forces must look to the schools and colleges and universities to provide basic and specialized training to meet immediate needs.

There is no more patriotic body of citizens than the educational forces of America. The teachers of America have demonstrated this fact and will continue to do so. They are alive to the need for action. These teachers, however, want to know just what is expected of them and they need guidance in how they are to proceed towards the goal.

Before discussing my assigned subject—"How Can Teachers Be Informed About Education's War Duties?"—I must clarify just what are their war duties. First, teachers must be convinced that their patriotic duty is to remain on their teaching jobs.

Those of us in administrative positions can stress the importance of the teachers' work especially at this time, but we shall need assistance.

We must be realistic. There is glamour attached to service in the WAAC's and WAVES that will attract many who might render effective service as teachers. In certain specialized fields, such as vocational agriculture, Selective Service will deplete and is depleting the teaching ranks. The financial rewards in defense industries are attracting large numbers of those who might be rendering effective service as teachers. Can we blame them? Certainly we are expecting a great deal if we insist that men and women remain in the teaching profession as their war duty, when we admit that others are performing war duties and are being adequately compensated therefor. Action must be taken and taken promptly to meet this situation. Granted then that ways and means will be found to enable us to retain a fairly adequate staff of teachers in the respective States, *what* shall we tell them and *how* shall we proceed?

Recognizing all of the tragedy connected with this war and fully cognizant of the heartaches that all of us will feel, there is nevertheless an opportunity now to make education a vital force in America—vital in a way that has not always been possible in recent years. There has been at times an aimlessness in education—more interest in the accumulation of credits than in the mastery of important fields of interest. This has been particularly true among students in liberal arts colleges and to some extent in our secondary schools. There has been a change since Pearl Harbor. The war has given us an opportunity to motivate and vitalize education. We must seize this opportunity and so teach that all education will serve first to meet the needs of the hour and, second, to equip our young people to make a living and to live in the better world that we must and shall create after the war.

Realizing that time is of the essence, we in Virginia have made plans to take back to our teachers some of the important findings of this institute and some of the recommendations based upon recent studies of our most pressing needs. I present these plans for what they may be worth to you.

Certain members of the staff of the State Department of Education have been organized into two teams of five members each. One team will be made up of the State Superintendent, the State Supervisor of High Schools, the Supervisor of Agricultural Education, an Assistant Supervisor of Physical and Health Education, and an Assistant Supervisor of Homemaking Education. The other team will consist of the Assistant State Superintendent, who was formerly Supervisor of Agricultural Education, the Director of Instruction, the Supervisor of Homemaking Education, the Supervisor of Physical and Health Education, and the Executive Secretary of the Virginia Education Association.

Thus each team will have one person to present an over-all view of the situation: A specialist in instruction, a representative of education for production, a representative of education for consumption, and a physical fitness representative.

Ten regional meetings will be held in the State at strategic points during a given week. Each team will conduct five 1-day meetings.

Invited to these meetings *from each county and city* are the county or city superintendent of schools, high-school principals, local directors of instruction and rural school supervisors, a representative from the agricultural teachers, a

representative from the home economics teachers, a general shop teacher, and certain teachers from the fields of mathematics and science. There will be approximately 75 to 100 in attendance at each conference. These representatives, in turn, will hold teachers' meetings in each county and city under the direction of the local superintendent.

The discussions will center around the following topics:

1. The physical fitness program.
2. The air-conditioning and pre-aviation program.
3. Special emphases in mathematics and science courses.
4. Special courses (when possible) in mathematics and physics.
5. Guidance programs.
6. Citizenship programs including important emphases in the social studies and the use of students in such programs as registration, rationing, etc.

We hope to impress upon those in attendance the importance of developing in our young people a sense of deep personal responsibility for the prosecution of the war. I do not mean the development of hatred of our enemies nor of fear of the consequences if we should fail. I mean a positive sense of the importance of each student's making a personal contribution to the war effort.

Following these meetings we hope to have present at our State Education Convention and at District meetings of the State Association representatives of the Office of Education, of the Army and Navy Air Corps, of the Office of Civilian Defense, of the Office of War Information, and others who will bring to our teachers inspiration and practical assistance in enabling the educational forces of the State to play their part effectively.

The Office of War Information will furnish posters to be placed in the rooms in which the meetings will be held. The Office will also provide catalogs of films and other materials that will be of great assistance in inaugurating the program. Information about these materials can be secured from Mr. William D. Boutwell, Information Service, U. S. Office of Education.

We hope that the splendid films that we have seen at the Institute and other visual aids may be made available and may be sent to the schools through our State agencies in the field of Audio-Visual Education.

We plan to republish in the *Virginia Journal of Education* a number of the addresses delivered at this Institute and some of the findings and recommendations of the several groups.

And finally may I repeat. The teachers of America are alive to the seriousness of the situation. They are eager to render maximum service. It behooves us as leaders in education to give them all possible guidance and to do it now.

They will not fail in this hour of need, and we must not fail them.

What the Schools and Colleges Can Do to Help Win This War

JOHN W. STUDEBAKER

U. S. Commissioner of Education

CONVERSION TO ALL-OUT TRAINING FOR WAR.—Daily the realization grows that we are in for a long hard struggle. Facts must be realistically faced. Each day presents new evidence of the tremendous effort that will be required to beat our enemies to the earth, to win back whole continents, and to free their enslaved inhabitants. As we read of American Rangers fighting in bloody commando raids along the coast of France; of the valorous conduct of American "leather-necks" in the Solomon Islands; of the brilliant action of American pilots in Africa and the courage of American sailors on the seven seas, we begin to understand the global character of the war; and we are made to realize what must yet be accomplished in turning the full energies of this powerful Nation to the grim business of war—converting a peaceful industrial Nation into a great engine of military might.

Only the dullest sort of wishful thinking; only sheer blindness to reality, could cause any of us to doubt that education too must undertake conversion to the pressing business of total war. War is a hard, tough, brutal business. It is blood and sweat and tears; it is pain and heartache and frustration; it means plans deferred and careers interrupted—but it must be faced, just as the boys at Bataan faced it—with energy and resolution. We are in this war and the only way out is through—through to victory, through to survival for everything we hold dear; through to the chance to build a better world; a world in which all men, whatever their occupation or race or religion, may be free to walk erect in the full stature of their human worth.

That some schools should have moved rather slowly in making the great conversion from the business of peace to that of war was perhaps inevitable. The schools are civilization's great conservators. They transmit its culture to each new generation. Our American culture has been one of peace and productive enterprise. We are not a militaristic Nation. Almost never before in our history have the schools had need to turn their full attention to the science of war. Hence it has been hard for our schools, just as it has been hard for our industries to think in military terms or to assume the military role. Yet as the crisis deepens, as we more and more gear ourselves for all-out total war, the schools, too, must readjust their organizations and redirect their efforts toward one great end—the certain and speedy winning of the war. What, then, are some of the things the schools and colleges can do to help win this war?

In making the suggestions which follow I am mindful of the fact that what the schools can do this year to help win this war will be determined by the extent to which administrators, teachers, students, and parents are ready to face up to the stern necessities of war; by their willingness to break with tradition; by

our own ability to abandon for the duration our vested, but at present non-essential, interests, our customary organizational patterns and school programs.

THE FUNCTION OF ELEMENTARY SCHOOLS.—My first suggestion concerns the elementary schools. Perhaps less than at any other level of education, does winning the war imply conversion in the curriculum of the elementary school. The fundamentals of childhood education, with their emphasis upon mental security, physical health and growth, and command of the tools of learning are not altered for the emergency. Moreover, millions of elementary school children will still be in school when victory is won. They must grow up to help in the long slow task of rebuilding the post-war world, of healing its rancors, of binding up its wounds, of creating that spirit of brotherhood which alone enables men to live at peace with their fellows. The special contributions which elementary schools can make to winning this war are therefore expansions of the kinds of tasks which they are already accomplishing: The care and protection of young children in nursery schools and kindergarten; the provision of before and after school programs of recreation for children of working mothers in congested war-service areas; the expansion of school facilities and services to include nutritious school lunches; closer cooperation with parents in safeguarding children's health and morale.

In addition, this year, our elementary schools can participate in vital war-related activities such as: Campaigns of salvage and conservation; gardening, and food canning; caring for their clothing; purchasing war savings stamps. In so doing the elementary schools can become organized communities of action in which principals, teachers, pupils, and parents will cooperatively plan children's in-school and out-of-school war-related activities; working together with a common will; and in studying our hemisphere neighbors, and our allies in the United Nations; developing an understanding of democratic principles through daily practice in living them; gaining a balanced perspective on the war; by being helped to see that this war is a culmination of mankind's age-long struggle to be free; learning by working together in a common cause to understand and to appreciate others in spite of superficial differences.

FAR-REACHING CHANGES IN THE SECONDARY SCHOOLS.—If helping to win this war demands little basic change in the organization and program of elementary education, can the same thing be said for secondary education? Can the high schools go on doing business as usual, with only minor modifications in curriculum and organization? The answer which has come out of this 4-day Institute on Education and the War is emphatically "No." We are faced with certain brutal facts. Fact number one is that wars are won by fighting men who use weapons produced by working men and women. The manpower requirements for winning this war are simply enormous. By this time next year we may have some 5 or 6 million men under arms; eventually we may have 10 or 12 million. That means that the great majority of able-bodied males between 18 and 45 years of age must serve in our armed forces; and that in turn means that insofar as possible boys of 16 and 17 years now in our high schools must begin to prepare for military occupations. The modern army is made of specialists; mechanics, machine gunners, nurses, motorcycle drivers, radio operators, motor mechanics, sanitary technicians, engineers, etc. To meet the growing and critical require-

ments of the armed forces for specialists the unused facilities of our trade and vocational schools, our general high schools, every training facility of the Nation must be put to maximum use.

Again, just as the manpower needs of the armed forces are pyramiding, so are the manpower needs of war production, in factories and on farms. Here, in addition to training men not suited for military service, we face a task of replacement training, training of girls and women to replace men who have been called to the colors from farms and factories; training girls to replace men gone from stores and offices and from essential community service occupations; training younger boys and girls to replace housewives employed outside the home.

Lest we should too keenly regret the necessity which requires this great conversion of our high schools from education for peace to education for war, please remember what happens when the Nazi slave drivers are in position to crack the whip over conquered peoples. Consider that more than 3 million youngsters from the Balkan states have been rounded up for compulsory labor service in Germany; that Gestapo agents in Belgium are capturing mere boys for military service. Remember also that the skills and abilities which youth must develop for service in the war effort are not wholly unlike those which they will find valuable for work when peace is won. Just as there are great possibilities of transfer in the skills and abilities of peacetime occupations to military uses—witness the rapid conversion of the automobile factories to the making of tanks, planes, and guns—so there are similarly large possibilities for the transfer of technical and vocational skills from military to civil life. In any event the secondary schools appear to be due for a rapid and rather thoroughgoing curricular conversion if they are to be most effective in assisting the Nation's war effort. What are some of the elements in this curricular conversion?

Guidance.—First, there must be greatly improved facilities for occupational information and guidance into critical services. Here is involved the flow of manpower, its distribution into those channels of military and civilian need which must be met if this war is to be won. Never before have those responsible for the guidance and advisement of youth been confronted with a greater challenge. School counselors must have authentic information not alone as to the capabilities of particular youth; they must also have information concerning the critical needs of the Nation for manpower with certain types of preliminary preparation. Which boys should be advised to undertake preliminary preparation looking toward meeting the need for air crews to man our growing air armada; or ground crews to service and repair thousands of planes? How many such air-crew men may be needed? If the need is for 30 percent of the boys in this year's graduating class, will each school meet its quota? These are the kinds of questions which the guidance officers in our high schools must ask, and for which they must find satisfactory answers—not only for aviation, but also for engineering, and medicine, and nursing, and a variety of military and civilian specialists.

Physical fitness.—Second, there must be a new emphasis upon programs of physical fitness. Strength, stamina, endurance, and functional vigor are demanded above all else in wartime. The development of general motor skills can be achieved in a variety of ways through: Formal calisthenics and body-building exercises; running, jumping, and climbing; competitive team sports;

hiking, swimming, tumbling, wrestling. Every high-school boy and girl must be given the opportunity to participate in a program of physical activities appropriate to his or her interests and abilities, and geared to national needs. The physical fitness program should also include health instruction, knowledge and practice of the principles of nutrition; it should provide for physical examinations, especially in the cases of those whose need is fairly obvious; and for follow-up and correction of remediable physical defects. For some elements in this program the high schools will necessarily solicit the aid of other community agencies; but for the physical fitness program as a whole, the high school cannot escape responsibility.

Mathematics and science.—A third element in the high-school program of curricular conversion concerns mathematics and science. Modern war is a battle of technicians and specialists, both in the combat forces and in the army of workers in industry. The basic language of technology is derived from science and mathematics. Our high schools must see to it this year that larger numbers of pupils gain a more thorough mastery of those subjects. Army and Navy officials are most emphatically in favor of this emphasis for boys who will enter the armed forces. Two types of curricular change seem needed: 1. Revisions of mathematics and science content to provide military illustrations and applications. 2. A new drive toward more complete mastery and some ability to transfer mathematical and scientific learnings to practical situations.

Aeronautics.—A fourth element in the high-school program of curricular conversion is the introduction of pre-flight courses in aeronautics in thousands of the Nation's high schools. Control of the air in modern warfare is an essential prerequisite for successful land or sea operations. We are in the process of developing the greatest air force in the world. To meet the anticipated needs of the armed services for flight-crew officers alone, there is every indication that we must interest all qualified boys in the junior and senior classes of our high schools in becoming candidates for aviation training on a pre-flight basis. Every boy who can meet the stringent physical and mental qualifications established for admission to aviation cadet training or who has a fair chance to be able to meet them a year or two hence should receive in the high schools next year the best kind of pre-flight training for aviation that we are able to provide. The very minimum provision which should be available in every high school of the United States would be the opportunity to pursue basic and thoroughly taught courses in mathematics and physics. To this provision should also be added a program of physical fitness including the remedying of correctible defects. In thousands of high schools also it should be possible to introduce a course in the science of aeronautics during the junior or senior year, or both. This course should provide for a study of aircraft structures, aerodynamics, power plants, meteorology, communication, and elementary air navigation. Such pre-flight training in aeronautics if given in addition to the necessary foundation of mathematics and science, will constitute, for thousands of high-school youth, one of the most important contributions that the high schools can make to the winning of this war.

Wartime citizenship.—A fifth element in the high-school program of curricular conversion is concerned with one of the high school's major and continuing responsibilities, that is, training of youth for citizenship in a democracy. English

and the social studies are the most important vehicles which the high schools generally use for this purpose, together with such informal activities in service to the school and to the community as may be used to teach the responsibilities of citizenship. Both English and the social studies need now to be redirected to wartime objectives. In English, special emphasis must be placed upon the development of fundamental reading skills; upon clear, concise, oral and written expression; upon the literature of patriotism and American idealism; of current events and war problems. In social studies there should be more positive teaching of the meaning of democracy; of our history, heroes, and traditions. There should be instruction concerning matters of wartime economics. There should be a new emphasis upon the development of geographical concepts; upon an understanding of the working of government in wartime. The organization of and opportunities in the armed forces and the purposes and procedures of the Selective Service should be taught.

Understanding the United Nations.—Another important aspect of the school's responsibility for wartime citizenship training is the development of an understanding and appreciation of our allies in the United Nations. Without in any way diverting us from the all-important business of winning the war, we can lay that foundation in public opinion which will make possible the winning of the peace as well. In this winning of the peace, the United Nations must stand and work together as in the war itself. To this end it is urgently necessary that we come to a fuller understanding and appreciation of each other, so that in the formulation and proclamation of common objectives, we may insure that spirit of neighborliness and mutual trust and cooperation without which the ends for which we fight together may be made more difficult of attainment when military victory is won. In the words of Secretary Hull, "This is a task of intensive study, hard thinking, broad vision, and leadership—not for government alone, but for parents, and teachers and clergymen, and all those within each nation who provide spiritual, moral, and intellectual guidance. Never did so great and so compelling a duty in this respect devolve upon those who are in positions of responsibility, public and private."¹

Pre-induction training.—The sixth element in the high-school program of curricular conversion which I shall mention involves the greatest wrench to existing practices; yet it is exceedingly important. This element is the provision of pre-induction training for the armed forces and preparatory training for civilian occupations and services. At the present time our expanding Army and Navy are in critical need of many more specialists than are being recruited by the draft lottery or by voluntary enlistment. The facilities in our trade and vocational schools, and in our more general high schools must be used to whatever extent is practicable in the preliminary preparation of auto mechanics, radio operators and repairmen, machinists, typists, cooks, and a host of other specialists. For a number of families of occupational specialties in which critical needs exist in the armed forces, modified courses in physical science and industrial arts provide the kind of preliminary preparation which training authorities in the armed forces say is needed. Outlines for some of these modified courses of a beginning specialist character are now in preparation by the

¹ From the text of Secretary Hull's radio address of July 23, 1942.

Office of Education and the Pre-Induction Training Section of the Army Services of Supply working jointly. Already available is an outline of a Pre-flight Aeronautics Course which points to the preliminary preparation of prospective aviation cadets.

The provision of preparatory courses for high-school youth who are looking toward employment in war production industries is chiefly a matter of expanding and redirecting the regular program of vocational education, especially as it involves the training of girls; and in addition providing for the enrollment of high-school senior girls in the federally financed program of Vocational Training for War Production Workers.

School-wide student wartime organization.—I realize that there are serious obstacles to be overcome in converting the high-school curriculum to make it serve the war effort. Problems involved in securing courses of study and equipment, of certifying and holding qualified teachers, of arranging for accreditation of new courses, of adjusting school-time schedules to provide for part-time work and part-time schooling, of public relations and community acceptance—all must be faced and overcome. I am confident that the resourcefulness and ingenuity of school officials, if spurred on by a sufficient sense of the urgency of the need for curricular conversion, will find ways and means of accomplishing the seemingly impossible. Given educational vision and a sense of urgency among school administrators, high-school youth, their parents, the community in general can be rallied on to help in many ways. The enthusiasm and will to serve of youth can be organized and channelled through a school-wide student organization affiliating high-school youth in a national program of participation in present war-service activities and in preparatory training for future war occupations. Definite proposals for a pattern of high-school student organization which will help to foster and promote needed curricular conversion will shortly be announced to the schools of the Nation by a National Policy Committee associated with the U. S. Office of Education and representing the War Department, the Navy Department, the Department of Commerce, the War-time Commission, and civilian aviation.²

ADJUSTMENTS IN COLLEGES AND UNIVERSITIES—When we ask what the colleges and universities can do this year to help win this war we enter an area in which there are also many perplexing problems. Of some generalizations, however, we can speak with assurance. The colleges and universities can adjust their entrance requirements so as to serve every qualified student who needs the services of the college to prepare him for war work. This involves active cooperation with the high schools to identify those students who ought to enter college without meeting all of the usual entrance requirements, some of which, be it frankly confessed, have heretofore primarily served to keep certain youth of good talents but of questionable academic respectability out of these institutions of higher learning.

Admit students on merit.—Next year we shall probably find many high-school students, for example, who are fully ready to begin engineering training without having taken foreign language or even without completing 16 units of high-school credit. We might also be able to discover many young adults, who

² The "High-School Victory Corps," announced September 25, 1942.

dropped out of high school a few years ago, intellectually capable and desirous of preparing themselves for technical war work. Colleges should admit them.

Again, guidance plans worked out by cooperation between high schools and colleges should enable selected high-school students to enter at appropriate dates the colleges operating accelerated programs, even though the time schedules of high school and college have not been fully synchronized. In many cases individual high-school students who will not have fully met the requirements for high-school graduation should be allowed to transfer to colleges in January, March, or May.

Short courses.—A second generalization which may be safely made is that colleges and universities can cooperate with the Army, the Navy, and with industry in admitting to special short courses students who need training which the college can give, regardless of the number of high-school units which the student can present in evidence of his qualification for college degree work. Thus at the present time a number of colleges and universities are providing courses of instruction for Signal Corps technicians, for Army stores managers, for tank repairmen, and other civilian or enlisted personnel of the War and Navy Departments. Many of these men do not have the traditional requisites for college entrance and yet, carefully selected, the overwhelming majority of them have been able by dint of intelligence and application to make satisfactory progress in technical training courses at the college level.

Using college facilities.—The colleges and universities can make available facilities for housing, feeding, and providing health care for Army and Navy contingents sent to them, regardless of whether or not the instruction is to be given by the institution or by the Army and Navy. Contract arrangements for housing groups of enlisted men in our rapidly expanding armed forces presents one means of avoiding the unnecessary use of manpower and materials for the construction of military and naval quarters. Colleges in some places are asking their own students to live out in homes in the community in order that dormitory facilities of the college may be made available for use of men and women in the armed forces. This is a type of sacrifice which institutions and students will gladly make in the war effort.

Student personnel work.—Fourth, it will be generally agreed. I believe, that colleges and universities can make more effective their student personnel procedures. College students today face unusually difficult choices. They do not desire under any circumstances to lay themselves open to the suspicion that they are dodging their responsibility for service to the Nation in this time of supreme test. Should they enlist? They have been advised to continue their education until called by their Government for service. Should they seek Selective Service deferment in order to complete courses of training for professional and technical occupations in which critical shortages exist? Should they drop out of college to accept employment in some war industry or to enlist in some branch of armed services of their own choosing? Upon all of these matters students are in great need of sympathetic counsel and advice based upon authentic knowledge of the manpower needs of the Nation. Moreover, in connection with their plans for the future, college students seek, as do others of us, to peer through the mists of uncertainty and see, even if dimly, the best post-war

occupational opportunities for service; and to try to relate their college training both to immediate national service needs and longer-term possibilities of life careers.

Abbreviated curricula.—Fifth, colleges and universities can adjust their regular courses and curricula more completely to wartime needs. For example, short curricula should be introduced in many fields, such as subprofessional engineering specialties and chemical and bacteriological specialties, for which preparation can be secured in 1 or 2 years. Medical and dental technologists are needed also to save time of busy doctors and dentists each now trying to do the work of two men.

There is the need also for short intensive courses dealing with a single technique or industrial operation, such as are the concern of many of the present engineering, science, and management war training courses; and the correlative needs for an extension and expansion of such courses to provide evening classes for teachers in shortage fields, such as agriculture, industrial arts, physics, mathematics, and pre-flight aeronautics. In this connection it is probable that teachers of good intelligence, who have had some minor courses in college in these fields of critical teacher shortage, can prepare themselves for the new teaching assignments which they will have next year, either by short intensive courses, or by correspondence refresher courses, to say nothing of independent study. In other words, the colleges and universities have an important assignment next year to be of greater helpfulness than ever before to teachers in service.

Again, many community workers other than teachers are in need of refresher or supplementary courses to help them in their work. Public health workers, child-care workers, volunteer discussion leaders, OCD workers, social workers, and other community service workers should be able to call upon the extension education resources of the colleges and universities for stimulation and needed training.

Then there are the regular courses of the colleges and universities which should be adjusted the better to serve war needs. Engineering training should be aimed more directly at Army, Navy, or industrial needs. Medicine should emphasize the types of clinical cases found in the Army and Navy field hospitals.

Liberal arts.—Liberal arts courses should be tuned to current war problems. History courses must contribute directly to understanding the backgrounds of the present war; geography should throw light upon the economic factors in this global conflict; and so on through the whole gamut of liberal arts departments. Parenthetically, a series of about 25 reports prepared by departmental groups of college teachers will shortly be released by the U. S. Office of Education Wartime Commission. These reports will contain specific suggestions for the adjustment of the major departmental fields of liberal arts curricula to the war emergency.

Officer training in colleges.—The colleges and universities should accept the challenge of the War and Navy Departments to use these institutions for the identification and development of "officer material" for the armed forces. The justification for the Army Enlisted Reserve is that it permits the retention in college of those men who are potential officer material—leaving to the colleges themselves the problem of how to develop the qualities of body and mind which leadership implies. If colleges do not know how to develop qualities of leader-

ship, what agencies do? As mathematics and physics are held by the Navy to be essential in the programs of members of the V-1 naval reserves, these courses must be provided. Whatever changes in staff, in courses, in equipment, and in teaching procedures are necessary to make the training programs of these reserve units of greatest value should straightway be made by every college.

ADJUSTMENTS IN ADMINISTRATION.—If colleges and universities are to do what they can to help win this war, they face the necessity of adjusting their administrative machinery in at least two definite ways. They need to work out plans of accelerating their academic calendars and of increasing their financial aids to students to make possible pursuance of accelerated programs regardless of the student's economic status.

FEDERAL SUPPORT.—Finally, in connection with all the adaptations which colleges and universities must make in their programs, in their student personnel policies, in their curricula and in their administrative machinery, there is urgent need for a united front. If fully to utilize the resources of these, our higher educational institutions, in winning the war requires Federal support, the colleges and universities should all join together to seek that support.

How can this War for Survival be surely and speedily won? That has been the one crucial consideration in the minds of all of us during this National Institute on Education and the War. I hope that out of our association together these last days, out of the exchange of fact and opinion, there has come to each of us a greater clarity of understanding; a more poignant sense of the terrible urgency of a genuinely all-out war effort; a willingness to try to communicate that sense of urgency to our colleagues in every city, county, State and institution here represented—to the end that the schools and colleges of the Nation shall be made to pull their full share of the load up the steep incline to victory.

PART II

The Problems

Arising from the questions asked over and over again by educators as to their part in the war, 26 wartime education problems were selected as being most typical. Discussion of each problem was organized into a symposium. In most cases, papers were formally presented, and questions for discussion followed. The results of these discussions were summarized by the Reporters, and the account of each Problem therefore represents an extensive compilation of material related to education's role in the war. Problems are grouped under four headings: "Training Manpower," "School Volunteer War Service," "Curriculum in Wartime," and "Financing Education in Wartime."

TRAINING MANPOWER

Problem 1.—What Can Be Done to Solve Problems of Maintaining Teaching Staffs?

Officers of the symposium:

Chairman: KARL W. BIGELOW, Commission on Teacher Education, Washington, D. C.

Vice Chairman: BENJAMIN W. FRAZIER, Senior Specialist in Teacher Training, U. S. Office of Education.

Reporter: HERBERT B. SWANSON, Senior Specialist in Agricultural Education (Teacher Training), U. S. Office of Education.

Presentations:

Maj. Gen. LEWIS B. HERSHEY, Director, Selective Service System, and member War Manpower Commission.

EMERY M. FOSTER, Chief, Statistical Division, U. S. Office of Education.

HERBERT B. SWANSON, Senior Specialist in Agricultural Education (Teacher Training), U. S. Office of Education.

BARTON MORGAN, Head, Department of Vocational Education, Iowa State College, Ames, Iowa.

DONALD DUSHANE, National Education Association, Washington, D. C.

BENJAMIN W. FRAZIER, Senior Specialist in Teacher Training, U. S. Office of Education.

WALTER E. HAGER, President, James Ormond Wilson Teachers College, Washington, D. C.

CLYDE M. HILL, Yale University, New Haven, Conn.

Panel members:

Maj. Gen. LEWIS B. HERSHEY, Director, Selective Service System, and member War Manpower Commission.

JAMES C. O'BRIEN, National Roster of Scientific and Specialized Personnel.

EARL J. McGRATH, War Manpower Commission.

KENNETH HEATON, Northwestern University, Evanston, Ill.

FRED J. KELLY, Chief, Division of Higher Education, U. S. Office of Education.

W. L. MITCHELL, Associate in Charge of Field Operations, Bureau of Employment Security, Social Security Board.

Summary of Discussion

There is an acute shortage of teachers in many fields and at all levels. The operation of the Selective Service System has contributed in part to this condition although other factors are important, notably, the manpower demand of war industries with salaries much in excess of those paid by the schools, entering the armed services through the reserve officer program or through voluntary enlistment, and the movement of rural teachers to larger centers.

The recruitment of young persons for training to become teachers and the return of former teachers to resume teaching were considered remedial measures but inadequate to overcome the mounting teacher shortages. Manpower demands for the armed forces and for war industries are growing to such an extent that the situation with respect to teacher supply threatens to become more acute rather than less acute in the months ahead.

While formal action was not taken, two proposals were advanced. The first proposal was that there be an over-all allocation program for all manpower in order that essential activities, including teaching, be continued. Such a program of allocation for manpower would operate in theory similar to the plan for the allocation of vital war materials. The basic proposal included a provision calling upon the War Manpower Commission to supply a complete,

clear-cut picture of manpower needs in prosecuting the war effort and in teaching. It was pointed out that allocations could not be specific to the individual but could be based upon broad allocations that would make possible the development of adequate training programs in necessary fields. The second proposal took the form of aid in order that teacher salaries might more nearly equal those paid in other fields so that teaching personnel might be retained.

Digests of Presentations

Maj. Gen. LEWIS B. HERSHEY

How Can Education Best Assist in the Program of the War Manpower Commission, and of the Selective Service System?

It is the purpose of the Selective Service System to provide manpower for the armed forces. While every effort is made to obtain men with the least disturbance possible, the task is becoming more difficult with the growing need for manpower. The future is less promising than the past with respect to the drain upon men engaged in teaching. All men are liable for military service within the ages 20 to 45. The President has power to defer on the basis of occupation or dependency. Several categories have been set up that might affect men engaged in teaching.

Men without dependents—you will have to defer these on the ground of occupational necessity because they have no secondary reason for deferment.

Those who have secondary dependency of grandfathers, grandmothers, grandchildren, sisters, brothers, constitute the category to be taken after the men who have no dependents and are single. I must say feelingly that the supply of the first category is small.

In the second category you have those with secondary dependencies. The very fact that they follow immediately after those who are single and without dependents makes them a class that are very soon, if not already, being considered. Again, if you have teachers in that class, you are under the necessity of defending them on an occupational basis and on an occupational basis alone unless perchance the secondary dependent be a mother or someone who constitutes a real and considerable dependency, one where a payment of money alone, at least money in the amount of \$35 or \$40 a month would by no manner of judgment constitute being able to take care of her.

The next category includes those men who have wives only. That group is much larger than either of the other groups. I am sorry I cannot indulge in figures, but it is several million, and therefore constitutes a source in which our search for manpower must be in a test state for some period of time, and below that are perhaps double the number with more than wives, that is, wives and children or parents and children.

I have not spoken of two or three other classes. We have several hundred thousands who are at the present time deferred in 2-A or 2-B because they are farmers, they are in industry, they are teachers, they are students, or they are presumably doing something else that adds to the national health, safety, and interest in a very vital way.

I am speaking at length on dependency for two reasons. It is in the realm of the dependency that you perhaps find those who have the greatest chance of finishing the school year with what you might call a second reason for deferment. If you defer a man in 2-A or 2-B, the occupations which are necessary, you must remember that public opinion is going to look at that deferment in the light of how it compares with the taking of a man who has an invalid mother or a man who has a wife either working, not working, able to work, not able to work, sick or well.

That is the problem that the local board has to face. It does not make any difference whether the local board passes the responsibility to national or State headquarters or anywhere else. When you get down to the last analysis, if this be a democracy, we have got to be able to answer at least 3 or 4 of every 10 men or women you meet on the street who ask, "Why did you take that man and leave this one?" Whether we like it or not that is the thing we are facing. The extent to which you can make the average individual see that we are jeopardizing something in our future, to that extent only can we justify the deferment of anyone who is contributing to the national health, safety, and interest. There is no question but what the teaching profession is in that category. There is the question as to what extent it is contributing and how it compares with a man who is supporting a wife and two or three children, a man who perhaps is a highly skilled man in an airplane factory or a shipyard, or how it compares with a man who is in a shipyard who is not so highly skilled. It seems to me that the most anyone can do with his knowledge of human beings and how they behave is to try to see what all of these people think when they compare these several classes.

I have felt that we have a number of people in industry that the public will demand the removal of before certain other people in the body politic must go. I may be mistaken. I think that there is a residue of skilled men in industry, whether it is 100,000 or 300,000 I don't know, but they may have to be left and left for a long time.

I am handicapped, somewhat, in attempting to tell education what it ought to do at the present time. I think in terms of a very fine hotel or restaurant with their reasonably nice linen, beautiful silver, cutglass, etc., that has always served double dole meals. Now, a marked change takes place because workers have only 15 minutes to eat. They put in a lunch counter. They take out all the chairs and all the service of which they have been so proud. They start using other things. That is the only way in which they can keep the doors open. There is no other way they can keep going so that when this thing is over they can run a restaurant as a restaurant ought to be run. It certainly is going to be almost sacrilegious to have that great dining room filled with people who are coming in to grab a hamburger and a cup of coffee, but that is about the only kind of food they can eat under the circumstances.

The ability of the educational world to see the thing that has got to be done now, to use the facilities which they have, the personnel and the brains which they have to do it with, is about the only way to justify the existence or continuance of a program in a world in which we strive rather primitively for sur-

vival. How we can translate that into Fremont and Angola and to tens of thousands of other places where we have high schools and colleges, I don't know. I suppose I might say that is your problem. It seems to me that we must be able to justify to the average individual the necessity for deferment for every man within the age of liability who does not have the collateral reason for deferment.

The things that have taken place have come so rapidly that I can't announce that we have changed anything so far as our deferment rules go. If the world continues to move as rapidly as it seems to be moving, we are going to be in the place where we will be operating ahead, ahead, I repeat of our rules because of the fact that you just simply can't keep abreast of what is happening. I wish that I might be at liberty to tell you the tremendous size in numbers that we are now mobilizing and must continue to mobilize unless something happens. It is not a pretty story, but it is the only one I can openly and candidly tell. I am not here to say that every man who is able-bodied will eventually end up in the Army, even though he may now be destined for it. We have to allocate our doctors, our engineers, our chemists, and all the other types of technical and professional people, not on the basis of what we would like to have in 1947 or 1950, but on how many we can get along with until that time and still be sure that there will be a place or a country for them to doctor or work in, in 1950 or 1947 or 1946.

We have a hard choice to make, but when you are in a lifeboat it doesn't make much difference on which deck you had your stateroom. There are basic things that have to be done in a lifeboat. Unfortunately, you are going to have to throw overboard many things. If you had a baby grand piano, you would probably throw that overboard before you would throw the pianist. However, if he insisted that he couldn't keep his fingers in shape unless you kept the piano for him you might have to throw both over to settle the argument.

I am quite aware that what I am saying isn't adding up to much but I assume at the end of this panel somebody will sum it up. Unless the figures are written in roman numerals or in one of two or three other types they just won't add up any more than sheep, horses, and hogs would add up to anything common except in numbers. But I do believe that there isn't anybody in Washington who can settle the problem of the two or three vacancies that exist right now in the high school in Fremont. If they can't settle it in Fremont, democracy isn't what we thought it was. They may have to amend the law and violate the law. I am not teaching revolution to you, but we have to do it here, and I suppose they will have to do it there. Someone says, "Be careful when you spend money because they may not allow it." How well I know. But you still have to do the thing that has to be done today, and if you don't survive the war even the Comptroller General can't do much to you.

EMERY M. FOSTER

Teacher Shortages in Elementary and Rural Schools

The U. S. Office of Education made a survey as of October 15, 1941, to find out how many unfilled teaching positions existed after schools opened. It showed an aggregate of 1,000 vacancies for which superintendents were unable

to find teachers. However, in order to fill positions, they reinstated married ex-teachers, used less experienced teachers, issued emergency certificates, increased teaching load, and increased salaries. The problem of teacher shortage in 1941-42 was chiefly one of how much to lower the usual standards of employment in order to tap unused sources of teachers.

Approximately 40 percent of the unfilled positions on October 15, 1941, were in elementary schools; the remainder were in nonacademic and vocational fields in the high school, except for shortages in mathematics and the sciences. Certain States, large cities, and academic subject fields had surpluses. The U. S. Office of Education has had hundreds of letters within the last few months from persons qualified to teach who have been unable to contact a position. How to bring the qualified person in contact with a job requiring his qualifications is one of the major problems at present.

Recently several studies have been made which point to much more serious conditions this fall. The National Institutional Teacher-Placement Association, covering 170 institutions, showed that in 1941 placements of both new and former graduates had increased in the elementary school field to 96 percent of those registered for primary grades; to 93 percent for grades 1-8; and to 91 percent for the upper elementary grades, etc. The normal placement rate is about 85 percent.

As of May 1941, 16 States reported shortages of elementary and rural teachers and 9 reported surpluses. A year later, 20 States reported shortages and only 2 reported surpluses.

In an unpublished study of the issuing of emergency certificates, made by the U. S. Office of Education, 29 States reported that they issued 2,305 of these certificates in 1940-41 and 4,655 in 1941-42, mostly for elementary teachers. This is a 100-percent increase in the number in 1 year.

In a study made by the National Education Association in February 1942, only 13 percent of the counties and 26 percent of the cities sampled had already raised salaries over and above the usual increases and only 20 percent more of the counties and 34 percent more of the cities were seriously considering such raises to hold their teachers. Therefore, the usual drain of teachers from the rural systems will be accelerated.

An estimate of the condition of teacher supply and demand this fall was made by the National Education Association in its Summary Speed Poll No. 1 in June 1942. It is estimated that some 80,000 positions will have to be filled with persons who were not teaching last year. This figure does not include an estimated 29,000 teachers who change positions at the end of the year.

The teacher-training institutions will turn out an estimated 50,000 graduates qualified to teach. Of these, 15,000 men may go directly into the armed forces or wartime industries and 8,000 women may go into other than teaching positions, leaving only 30,000 available for the 80,000 positions. It would seem that public-school systems this summer must have had to find 50,000 persons who are qualified to teach and willing to go back into the profession.

Much of the data available on the problem of teacher shortage has been inadequate. Therefore, the U. S. Office of Education is making a study of all public-school systems (and also institutions of higher education) as of October 15, 1942, to find out exactly how serious the situation is.

These data will give a picture of teacher turn-over since last June; the total number of teachers leaving, by men and women; the reason for leaving; the methods used to prevent teachers from leaving and to fill vacated positions, showing the relative importance of the methods; the total number of new teachers employed (those not in the system last year) by level, and for critical high-school subject fields; and the number of positions still to be filled, by level and subject including the salaries offered.

HERBERT B. SWANSON

Teacher Shortages in Vocational and Special Fields

Vocational and special fields are experiencing various degrees of teacher shortage ranging from a peacetime normal to one extremely critical.

1. *Home economics education*.—Returns from a study now in process have been tabulated from 27 representative States involving 12,865 teaching positions. These 27 States report a loss this past year of from 0 to 44 percent of their employed teachers. The average loss is 7 percent. The Pacific Region has suffered the most marked losses. Some use is being made of emergency or temporary certificates in supplying teachers. The NYA program of the past year is serving to supply a reservoir of usable teachers. The survey of teacher-training institutions indicates that the new supply of teachers is about the same or slightly in excess of the number prepared last year. Although some States may experience difficulty, it is probable that the general teacher situation in homemaking is no more serious for 1942-43 than it has been in years past.

2. *Commercial teachers of office and clerical training*.—The peacetime shortage in these fields has been greatly intensified in the present emergency. Twelve States reported a shortage of commercial teachers in May 1941, 14 States in November 1941, and 21 States in May 1942. It is estimated that three-fourths of the States will experience a shortage of commercial teachers by fall. The rapidly increasing shortage of commercial teachers is due to these teachers' securing employment in government offices and in war industries at larger salaries than they received for teaching. Colleges and universities training commercial teachers report a decrease in enrollment of persons taking business education and an increase in the number of graduates that accept positions other than teaching.

3. *Distributive teachers of retailing and merchandising*.—In 25 percent of the States having State supervisors of distributive education, the supervisor has resigned to enter the armed service or to accept a position with a war industry. Approximately 25 percent of male local supervisors and teacher-coordinators have entered the armed services or accepted employment with war industries. It is practically impossible to replace either State or local supervisors with qualified personnel.

There is an abnormal turnover of part-time and evening extension teachers. A sampling indicates a turnover of 60 percent in the present emergency. This turnover is related to that taking place in retail stores.

4. *Trade and industrial education—Training for war production workers.*—Some serious difficulties exist in finding instructors with the type of trade experience desired. The most critical shortages are in machine shop, welding, and other trades in aircraft and shipbuilding industries. While entrance into the armed services has aggravated the problem, the real competition for trade teachers is with the war industries. In spite of serious difficulties, only a few States report inability to secure instructors for necessary programs. *Regular programs—trade and industrial education.*—Most States have found it necessary to make adjustments in requirements for certification. The most acute teacher shortages are in the trades found in war industries due to salaries in regular programs not being readily adjustable to compete with wages in industry. Only a few State directors indicate at this time that it has been or may be necessary to close day trade classes for lack of teachers.

5. *Agricultural education.*—A serious situation exists with respect to teachers. About 55 percent of the teachers of vocational agriculture have been trained and placed in the past 5 years. Not all beginning teachers remain in the work. Had all remained, their average age would be approximately 23.2 years. Being graduates of land-grant colleges, a high percentage qualify as reserve officers. In age and training they are in a preferred status for the armed services. Of about 9,000 teachers, 21.5 percent left the work as teachers of vocational agriculture this last year. This is three times the normal rate of loss.

The armed services are taking teachers of vocational agriculture at an accelerating pace. In the period immediately preceding July 1, 1941, 30 percent of those leaving teaching entered the armed services; in the period from July 1 to Pearl Harbor, 42.6 percent entered the armed services; and since Pearl Harbor to July 1, 1942, 53.8 percent have entered the armed services. In the first period, selective service took 6.1 percent of those leaving the work; in the second, 18.1 percent; and in the third, 21.6 percent.

The number of new teachers trained has dropped from 1,795 in 1941 to 1,446 in 1942, a loss of 19.4 percent. Normally 75 to 80 percent of the white teachers trained each year are placed in vocational agriculture. Of the greatly reduced number being trained this year, only 40 percent are placed as teachers of vocational agriculture. Of newly trained teachers placed in positions other than teaching vocational agriculture, 79.7 percent have entered the armed services.

Six hundred and two (7.6 percent) departments of vocational agriculture have been dropped for 1942-43, another 95 (1.2 percent) have been combined with other departments, and 422 (5.3 percent) have employed emergency teachers with qualifications below those considered minimum and necessary. This is a total of 1,119 communities (14 percent) that have lost or will suffer a curtailment of services in vocational agriculture in 1 year. Thirty-two States have a serious teacher shortage, with 19 of these critical.

In the loss of 1,862 teachers of vocational agriculture last year, the public schools lost men having completed approximately 8,500 years of technical training on the undergraduate and graduate college levels. These 1,862 teachers had a total of 8,287 years' experience as teachers of vocational agriculture. With an average tenure of about 4.5 years they had reached the period of greatest effec-

tiveness in their war work with all-day, part-time, and adult farm people. The situation with respect to Negro teachers of vocational agriculture is less serious than for white teachers. The impact of the war situation on Negro teachers appears to lag about 1 year behind what is the case for white teachers.

Other special fields employing male teachers have reported shortages this past year; notably, industrial arts and physical education. Recent data are not available for these fields at this time.

BARTON MORGAN and others

Rural Schools in Wartime

More than 50 percent of the elementary and high-school pupils of the Nation are in rural areas. About half of these live in the open country. Any program calculated to increase the contribution of the schools to the winning of the war must of necessity take into consideration the special problems and conditions in the schools serving rural children.

Rural schools are typified by the following conditions: For the most part they are small; many of them depend upon motor transportation to get children to school, especially to high school; salaries of teachers are low, in general being from a half to two-thirds the salaries of teachers in urban areas; tenure conditions of the teachers and superintendents are the most unfavorable of all public employees; and the availability of health services, physical education, and facilities for instruction in nutrition are far less than required to meet current needs.

Throughout the Nation the rural schools are losing their teachers because there are not sufficient funds to pay adequate salaries to hold them. Many of the most successful rural teachers are going into urban schools, others are going into industrial or Federal employment because of the much higher salaries and wages offered. The only remedy is sufficient public funds to pay teachers with adequate training. If the funds for rural teachers' salaries were doubled, the average salary would then barely be comparable to the lowest salaries paid to beginning clerical workers in the Federal service. State and local taxing authorities should use every means available to increase the revenues for public school support. In scarcely any case should taxes for schools be reduced. But with the most that is even remotely possible through State and local effort, it will be possible to conserve and improve the rural schools for contributing to the war effort only if the Federal Government makes the necessary financial grants to the States.

At the very time when there is greatest need for the closing of many small schools and their consolidation with others, transportation facilities necessary to school consolidation are not available. While the Office of Defense Transportation has announced a plan for making school buses available where there is indisputable need, it remains a fact that school authorities have not been able to obtain the buses. It is necessary that provision be made for the production and delivery of the school buses necessary to keep rural pupils in school.

Federal officials responsible for the armed forces and for the production of war materials have requested the high schools to instruct more students, espe-

cially boys, in mathematics and physics. The most extensive shortages of teachers in these subjects are in the rural high schools which include the high schools in villages and small towns. The highest percentages of men teachers are found in the small high schools and men are most often the teachers of mathematics and physics. The loss of men teachers through going into the armed services and into industry constitutes the heaviest loss to the high schools. Immediate steps must be taken to supply mathematics and physics teachers to the rural high schools. This must be done to some extent through the retraining of teachers experienced in other subject-matter fields, but who have had at some time the fundamental courses in these subjects.

Rural school teachers and other teachers should discover and utilize all possible resources for giving instruction in health, physical education, and nutrition to their pupils. The public health organizations, county and local medical and dental associations, and the Agricultural Extension Service are examples of the most readily available resources that should be utilized.

State departments should take the leadership in working with local school authorities in devising means of conserving to the fullest extent pupil transportation facilities, the replanning of bus routes so as to obtain the maximum use of all school buses, and the transference of school bus equipment from one school district to another wherever possible, to the end that no pupil shall be denied school opportunities because he is unable to get transportation.

DONALD DUSHANE

How Better Teacher Placement and Working Conditions Can Alleviate Teacher Shortage

The present world-wide struggle is following the pattern of the other war both as to teacher shortage and injurious effects on educational efficiency. An alarming shortage of teachers already exists. A recent study in a typical State indicates that 25 percent of all male teachers who were in the schools a year ago have either volunteered or have been drafted into the armed services, and that an additional 15 percent have gone into private employment. In addition, a considerable number of the more competent women teachers have been drawn during the same period, into industry and welfare service. The issues involved in this war and its exhaustive cost and probable length make it of the utmost importance that our schools be improved in both instructional content and quality of teachers. It must not be forgotten that our schools are perhaps our most important means of maintaining both public morale and the morale of millions of students about to go into the armed services and war production industry.

Yet our schools are faced with neglect, belittlement, financial strangulation, and a most destructive teacher shortage. As during the last war, teacher shortage is being met by resorting to procedures which are injurious to the schools and their wartime purposes. One of the most common devices to meet teacher shortage is the overcrowding of classes. This procedure has been started in

many communities. Another method which is now being widely used is to lower the teacher standards and thus to fill vacancies with ill-prepared and inexperienced teachers.

These destructive methods of meeting teacher shortage are used in spite of the fact that there are constructive procedures which could be instituted which would prevent undue teacher shortage and the undermining of education efficiency.

1. Effective interstate teacher placement would make available to the shortage areas oversupplies of teachers which exist in a number of large population centers. It would make it possible for underpaid teachers being forced out of the profession because of financial difficulties to apply for positions in better paid areas. It would uncover vast numbers of prospective teachers who at present have no effective way of coming in contact with vacancies. A plan for the establishment of a professionally organized free employment service for members of the teaching profession has been unanimously approved by the National Education Association at its Denver convention in 1942. This plan calls for the establishment of a teacher-placement service in every State by the United States Employment Service under the supervision of National and State advisory committees composed of members of the teaching profession.

2. Innumerable school districts have rules against the employment of married teachers. Because of these rules tens of thousands of competent teachers have been forced out of the teaching profession. The abolishment of these local rules will make available a considerable supply of competent teachers.

3. One of the major causes of teacher shortage at the present time is the low scale of salaries paid teachers in many States and communities. Establishment of a fair living wage for underpaid teachers and the promise of increases in salaries for all teachers to meet at least partially the rising cost of living, would do more than any other device to prevent excessive further drains upon our stock of competent, well-prepared, and experienced teachers.

4. Effects of a sound and adequate teacher retirement system in holding teachers in the service in spite of more attractive salaries elsewhere should not be underestimated. In spite of the high cost of the war it would be wise to establish retirement systems to approximately 40 percent of the teaching profession for whom no provision has been made for retirement.

5. Over 60 percent of our teachers do not have the protection of tenure laws and are, therefore, subject to discharge without good cause. For the sake of honest teaching and professional morale every teacher should be given the protection of tenure legislation. The existence of tenure has a definite effect upon the prevention of teacher shortage as can be easily demonstrated by comparison of teacher shortages in tenure and nontenure areas.

6. Many communities have rules against the exercise of political rights as citizens by members of the teaching profession. Recent interpretations of the Hatch Act have extended a partial disenfranchisement to hundreds of thousands of teachers in this country. Such restrictions upon teachers tend to increase dissatisfaction with the profession and to result in mistreatment of teachers by management. The abolishment of these rules and the amendment of the Hatch Act to exclude teachers from its provisions would have an appreciable effect upon teacher shortage.

7. Unwise use of authority by school management and the existence of rules and school practices unjust to teachers are effective in creating teacher unhappiness and a desire to leave the profession. One of the best preventives of these injustices is the effective and professional organization of teachers.

8. In numerous communities and among certain influential classes of citizens, education is not respected and valued as it should be and teachers are looked upon as incompetent or visionary or subversive. One of the best means of holding teachers in a profession which is relatively underpaid is public respect and a high public value placed upon the importance and necessity of education. Every effort should be made to bring to the public a proper realization of the significance of effective education in democracy.

BENJAMIN W. FRAZIER and others

Some Proposals Concerning the Selective Service Deferment of Teachers

1. Winning the war is the first consideration in the allocation of the country's manpower.
2. To win the war in the shortest possible time, the allocation of manpower should be on a national basis, should include all workers, and should be made in terms of necessary national service of all types, both military and nonmilitary.
3. Teaching, in many fields and subjects, constitutes an essential national service in winning the war.
4. The present policy of considering deferment for teachers in essential fields on an individual rather than on a group basis is sound and should be continued.
5. State and local school officials should be encouraged to request deferment of men teachers in essential shortage fields, when such men are not replaceable, and when they render service in the classroom which clearly contributes more to the winning of the war than military service which they might render.
6. In general, occupational deferments, which may not be granted for more than 6 months in any case, should not be requested beyond the end of the current school year.
7. Before requesting deferment for teachers in essential fields, school officers should exhaust every available source of supply of replacements of qualified teachers in such fields.
8. Responsible State and local school officers and organizations should give full, accurate, and timely information to Selective Service local boards, to the State director, and to the War Manpower Commission concerning serious teacher shortages in essential teaching fields.
9. Communications from National Headquarters, Selective Service System, dealing with policies related to the deferment of teachers should be worded as clearly as possible, and should be called more effectively to the attention of local Selective Service boards.
10. Reliable and current information relative to the manpower needs of the

armed forces and the war production industries would assist in stabilizing and clarifying the existing teacher deferment situation.

11. As soon as the plans of the military services and Selective Service System can be revealed safely with respect to the time and type of induction of youths under 20 years of age into the armed forces, such plans should be made widely known so that educational administrators and the young men themselves can make their plans accordingly.
12. Local school boards should grant leaves of absence, or otherwise preserve the employment rights of employees entering the armed forces.
13. The full utilization of each man's talents where they are most needed to serve the national interest should be sought by school administrators and by the man himself, as well as by Selective Service boards and the War Manpower Commission.

WALTER E. HAGER

Suggested Procedures for Increasing the Supply of Prospective Teachers

There are only three ways to increase the number of qualified teachers. First, we may speed up the process of preparing teachers. Second, we may bring persons into teaching who already meet most of the qualifications. Third, we may influence more persons to prepare for the teaching profession. All other procedures are adaptations of one or more of these three.

The value of speeding up the program is limited. The first year it is done, it will increase the supply of teachers. Thereafter, the flow of new teachers into the field will be the same as before if there is no change in the numbers admitted to the institutions. Even so, this plan gives some immediate help.

Teacher-education institutions and public-school organizations can help greatly with the second plan. Surely there are many persons in every community who have a sufficient background of education that they can be retrained for teaching in a relatively short period of time.

I believe we all recognize that the third plan is the most important. If we are to build the strong teaching profession that is needed now more than ever before, if we are to develop a group of workers who will undertake the tremendous task of laying a foundation for what we all hope will be a lasting peace, we must bring the challenge sharply before the ablest of our young people and encourage far greater numbers of them to prepare for this important service.

In order to do this effectively, all teachers and administrative officers in all of the schools, both public and private, must be brought vitally into the recruitment program. Before anything like cooperative efforts in recruitment can be expected, however, we must begin to look upon the whole job of preparing teachers as a joint enterprise, requiring the interest, the intelligence, and the active participation of all educational people from the elementary school through the college. If the efforts of professional workers on all levels are coordinated in planning the teacher-education program, in giving the students their professional preparation, and in helping them to get started in their teaching careers, counseling of young people with reference to preparing for teaching will take its rightful place among

the activities of the teachers. The faculty of the college must believe sincerely in the values for the total program that will come from obtaining the participation of professional workers in the elementary and secondary schools. That the total program of teacher education may be improved tremendously by thus obtaining the participation of all seems to me to be inevitable. The solution of recruitment problems will then be merely a byproduct.

Finally, if any plan is to be effective, all members of the teaching profession must believe sincerely that no effort is more noble and essential to our country's welfare than shaping the destiny of our post-war generation, that teaching and the preparation of teachers are among the most important wartime activities. There must not be the slightest doubt about this. Only as all educational workers are completely convinced of the importance of the task before them, and as they become truly and sincerely proud of the work they are doing, can they hope to challenge and attract to the teaching profession sufficient numbers of our bright and competent young people.

CLYDE M. HILL

Refresher and Supplementary Courses for Teachers Recalled to Service

President Roosevelt in his recent message to the American Federation of Teachers said, "Children must not be allowed to pay the cost of this war in neglect or serious loss of educational opportunity." To many thoughtful people throughout the country, this statement of the President is indeed heartening, constituting as it does one of the first official pronouncements during the war of the high place of education in the first line of national defense.

Educators are deeply aware of the fact that it is not alone material disaster that confronts us. We know that much of the accumulated wealth of long years must perish but if we permit our faith and our ideals to be destroyed we shall not be able to meet our obligations for intelligent action in the period of reconstruction after the battles are over. To be sure, our first concern is to bring the issues of the war to a successful fruition; but every victorious war has as a second phase the great work of reconstruction, and the permanent foundations for reconstruction after this war is over must be laid today in the classrooms of the country. We may win the war but our children must win the peace. Our weapons are guns, tanks, planes, and battleships. Their weapons will be faith and ideals and understandings and loyalties, not as mere watchwords to be used as pious rallying cries but rather as real dynamic guides for action—guides which are invincible because they are supported by sound reason. Our weapons are produced in factories by tools machined to the fraction of a millimeter. Their weapons will be produced in our schools and their promise of successful performance will depend upon the extent to which understanding and skill and precision are used in their development. In short, it will depend upon the quality of teaching to be found in the school. It is high time, therefore, that we give official endorsement to the work of good schools as essential wartime

activity because if we lose our faith and our ideals we shall lose all; but, holding them fast, the ultimate victory will surely be ours.

The school is seldom better than the teacher, and the teaching staffs of our schools are peculiarly susceptible to national demands for service in times of emergency. The personal qualities of the good teacher—namely, intelligence, a deep sense of social responsibility, sensitiveness to human welfare, and active loyalties—are exactly the ideals which motivate the patriot. It is no wonder then that many teachers, anxious and agitated, seek the inspiration and satisfaction which come from objective identification with activities associated with winning the war. They naturally wish to share in the honor we accord all men and women who undertake the more hazardous exploits of war. This situation is inevitable and we seldom would try to dissuade these people. Each one of us must answer for himself the question of personal duty as best he may.

Complicating the situation still further, many teachers of genuine ability but perhaps not motivated by principles of high idealism are attracted from our classrooms into industry where wartime conditions have made employment particularly lucrative. A thoughtless public is often disposed to be critical of such teachers, accusing them either of being profiteers or of having a callous social conscience. But analysis of many cases results in putting the responsibility where it belongs—on the shoulders of the public itself. Too often this second group of teachers has been forced to work in situations and under conditions which have completely disillusioned them. They have learned from the public itself the low esteem in which they and their work apparently are held. Naturally, therefore, they seek the first means of escape from a type of employment which inevitably leads to disappointment and frustration.

Whatever the motivation may be, the fact remains that we face a shortage of trained teachers of serious proportions throughout the country; with all of the portentous implications such a situation has for the strength of the leadership and the inspiration, we shall have to point the way into the future. Anticipating this problem months ago, the U. S. Office of Education through several agencies initiated investigations which have resulted in an impressive accumulation of facts as well as many proposals for relief. In the judgment of committees who undertook these studies a certain amount of shifting from teaching positions seems inevitable. Suggestions were made to certificating agencies and employers which were designed to assist them in maintaining as high standards as possible under the circumstances. Recognizing that new teachers would have to be recruited from the ranks of former teachers, that teachers in oversupplied fields would have to be given new teaching assignments and that in many communities educated people with no training for teaching would have to be pressed into service, suggestions were made to teacher-training institutions and supervisory agencies concerning appropriate types of “refresher” experiences to be provided for these recruits. The response to these suggestions as they related to summer-school programs has been most gratifying and it is expected that schools and colleges will be equally enthusiastic and intelligent in making provision for supervision and guidance as well as for in-service study when schools open next month. The details of these suggestions are available in *Education for Victory*, hence they need not be restated here.

The desirability of providing "refresher" experiences for meagerly equipped teachers needs no defense. The problems involved vary from place to place and from teacher to teacher. The ingenuity of school men throughout the country can be relied upon to invent ways of overcoming the serious difficulties involved in making these opportunities available to teachers under present conditions. I shall conclude my remarks with a brief reference to another aspect of this question of teacher shortage.

If the President and other men in high places are really serious in desiring to see to it that "children must not be allowed to pay the cost of this war in neglect or serious loss of educational opportunity," they will take steps at once to retain in the schools well-trained teachers who might be tempted to leave and also they will take steps to maintain the normal flow of trained teachers into the profession. My own investigations during the early summer convince me that such steps can be taken easily and effectively. I have had the opportunity to interview teachers who have left the classrooms in the Northwest, the Middle West and Middle South and in the East. Their reasons for leaving teaching can be summarized as follows:

1. They have been drafted or have enlisted to avoid the draft.
2. They have patriotically desired to be actively engaged in some branch of the service.
3. They have wished to avoid public censure now and in the future for failing to enlist.
4. They have been pressed into war industry because their training fitted them for such work.
5. They have desired the rewards both social and financial available in industry.
6. A majority of women teachers have been eager to get away from employment which, while exacting in its demands and involving sober responsibility, is unprofitable both in present salary received and in security for the future.
7. Many of them said they would greatly prefer to continue in teaching if it were recognized by the general public as being socially desirable and if it were looked upon as a patriotic, essential wartime service.

This testimony would suggest a few simple procedures which if put into operation might go a long way toward the alleviation of the distress now faced by our schools:

1. For the guidance of local draft boards and for its effect upon public opinion the War Manpower Commission and the Director of Selective Service should make a forthright statement concerning the importance of keeping teachers at their posts.
2. States and local communities should take steps to provide salaries for competent teachers at least equal to those provided by industry. If necessary, Federal subsidy should be provided. In other productive fields ample precedent for this procedure is available.
3. Adequate provisions for old-age security as well as reasonable tenure for teachers should be made in every school system and in every State.

4. Parent-teacher associations and other interested groups should take more than superficial measures to make teachers really feel that they are considered worthy of their hire.

Finally, the advisability of providing suitable uniforms or insignia of office for teachers for the duration should be considered. The Red Cross has demonstrated the value of the psychological principle involved in such a device. In some foreign countries teachers have military rank or party status and their students are never permitted to lose sight of that fact. We, perhaps, should not go that far but what is the argument against giving teachers, if, indeed, they are indispensable public servants, all the satisfactions which come to other people who likewise are devoting their talents, their energies, and their lives to the public good?

Problem 2.—In What Directions Shall Pre-employment and In-Service Training of Technicians Be Further Extended?

Officers of the symposium:

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Reporter: A. L. PUGSLEY, Assistant Director, ESMWT, U. S. Office of Education.

Presentations:

A. A. POTTER, Chairman, National Advisory Committee on ESMWT and Consultant, U. S. Office of Education.

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WILLIAM K. BASSETT, Acting Chief, Recruitment and Placement Section, Division of Personnel, Maritime Commission.

JOHN R. HELLER, Past Assistant Surgeon, Medical Section, State Relations Division, U. S. Public Health Service.

EDITH H. SMITH, Nursing Consultant. Paper prepared by the Subcommittee on Nursing, Health and Medical Committee, Office of Defense Health and Welfare Services.

Summary of Discussion

It is evident that the armed forces will require most of the Nation's able-bodied young men. Replacement for their positions in shops, laboratories, production lines, drafting rooms, professional positions, and all other types of positions discussed in the symposium will necessarily have to be trained from older persons having dependents, and from women. Conversion of peacetime industry to war needs must provide many persons to fill the vast number of new jobs constantly increasing under the ever rising tempo of production. The problems attendant to training new workers and retraining veteran employees for more responsible jobs will continue to confront every manufacturer and employer until the war is over. Heretofore complex industrial operations must be broken down and simplified so that less skilled workers can be taught to perform them. Changing conditions in war industry will require large numbers of engineers and production supervisors. Similar conditions will exist in the other fields discussed in this symposium.

Shortages of critical materials, metals, and supplies will require the increasing need of substitutes which will draw into the ranks of research workers, large groups of the more highly trained chemists and physicists, leaving the more simple operations and routine work in these fields in industry to be done by persons of limited training. These shortages will also make necessary complete readaptation of industrial processes, and will throw upon engineers and scientists the responsibility of developing new designs and processes, and adapting and revising present practices to new ones.

Since the use of the armed forces will require practically all of the technical graduates in 1943, the number of fully trained men available for industry must come from other sources. In the past two years the trainees in EDT¹ and ESMDT¹ short courses had included many men and women with 1 or 2 years of engineering or other college work. This is true of other training programs also, but this reserve pool of trained persons has been largely depleted. In the future the training must start at lower levels of preparation which will mean additional units of training for each person.

The upgrading of any one person to a more responsible position in any of the training fields requires the upgrading and training of replacements consecutively down through lower jobs by giving a number of different short courses to persons working in positions of grades ranging from the lowest to the highest. Those in successively lower grades can be upgraded one or more steps, and the person with but little or no training beyond high school fed in at the bottom. To secure one additional top executive and to fill the vacancies created by his

¹ Now "Engineering, Science, and Management War Training."

advancement, therefore, requires the training for new duties of several persons at lower levels. The War Manpower Commission states that the Commission hopes to keep migration of workers "down to the lowest point" by taking war work to areas where the largest reserve pools of labor are to be found, instead of moving the workers to present work areas. Such a policy calls for more extensive training programs for persons of all grades and skills to meet the needs of new plants hiring labor within these areas.

All training programs must, therefore, continue to train not only increasing numbers of persons for war industries but also for governmental services and for civilian branches of the armed forces by specialized training courses. It is evident that the only restriction placed upon these various training programs will lie in the number of persons capable of receiving such training, and in the facilities of the institutions offering them, rather than any limitation of needs.

Digests of Presentations

A. A. POTTER

Pre-employment and In-service War Training on the College Level

Shortages of technicians and engineers felt in 1940.—Modern mechanized warfare is a test of the relative strength of the engineering, scientific, and manufacturing skills of nations. Early in the summer of 1940 it became apparent that our national defense effort would require for its effectiveness not only millions of skilled workers, but also large numbers of engineers who are competent in a wide variety of technical services. Even 2 years ago expanding production in the defense industries was being accomplished by overloading the engineering and managerial staffs of industry. It was evident that significant additions to the number of well-prepared engineering college graduates cannot be expected for several years, and that intensive training programs will have to be set up to retrain engineers for new tasks and for management responsibilities, to upgrade people in industry so that they can be assigned to the simpler duties ordinarily performed by engineers, and to train large numbers of draftsmen, inspectors, and assistants to engineers.

Engineering Defense Training Program organized to meet shortages.—In recognition of the existing and impending shortage of engineers, Congress appropriated on October 9, 1940 (Public 812), to the U. S. Office of Education 9 million dollars for the purpose of preparing people quickly, through intensive practical courses on the engineering-school level, for specialized tasks in fields essential for national defense. This was the Engineering Defense Training Program (EDT). As of January 30, 1941, a total of 2,354 such intensive courses were in operation or had been completed at 144 institutions of higher learning located in 47 different States, the District of Columbia, and Puerto Rico, and benefited 107,830 enrollees. Of these over 16,000, or 15 percent, were in full-time pre-employment intensive short courses and over 91,000, or 85 percent, were employed people who were being upgraded or prepared for new tasks through in-service courses.

Engineering, Science, and Management Defense Training Program includes new fields.—The success of the Engineering Defense Training Program in meeting the shortage of engineers for rapidly expanding industries was so marked that

it was enlarged and continued with an appropriation of 17½ million dollars for the fiscal year beginning July 1, 1941 (Public 146) "for the cost of short courses of college grade provided by degree granting colleges and universities designed to meet the shortage of engineers, chemists, physicists, and production supervisors in fields essential to the national defense."

This program was named Engineering, Science, and Management Defense Training Program (ESMDT). Three million dollars additional were appropriated for this program in April 1942 (Public 528). As of June 30, 1942 a total of 456,439 enrollments were authorized under this program which was carried on at 196 institutions of higher learning. 361,034 were authorized in engineering subjects, 9,110 in chemistry, 6,270 in physics and 80,025 in nonengineering production supervisory courses.

Engineering, Science, and Management War Training Program continues to expand.—For this present fiscal year 30 million dollars are available, effective July 1, 1942 (Public 647), this program having been designated as the Engineering, Science, and Management War Training Program (ESMWT).

Comparison of training estimated to training accomplished.—Experience has shown that the estimates for the former programs (EDT and ESMDT) have been too conservative. In the 1941-42 ESMDT program it was estimated that 280,000 enrollments would be the maximum, whereas authorized enrollments as of June 30, 1942, totaled 456,439.

Training needs of the future.—The budget for the present year was estimated to provide for 500,000 enrollments, but this number will be greatly exceeded to meet the urgent needs of the war industries and of the armed forces. The budget estimate for the fiscal year 1943-44 is for 800,000 enrollments as it is expected that during that year employment in the war industries will exceed 20 million and that at least 5 percent of the employed production workers will be in posts which require pre-employment or in-service training in the fields included in the ESMWT program, particularly in view of the fact that more and more trained men from the war industries are bound to be called into active service by the armed forces. It must be recognized that only about one-fifth of the funds appropriated by Congress for our war effort has been expended. As more and more of the billions of dollars are translated into orders, peacetime industries will have to be converted for war uses, and this will require more and more special retraining and upgrading programs to prepare men and women for new and more responsible tasks assigned to them. With the terrific drain of technical staffs from war industries and every available source of supply to the armed forces, it will be necessary to train every man and woman capable of receiving technical training as replacements to keep the war production machine operating.

Serious teacher shortages in physics and mathematics have resulted in the setting up of special programs in this field.

Another important feature of the war training program on the college level is the training of officers and of Civil Service employees for the armed forces. Many full-time courses, ranging in duration from 8 to 16 weeks have been in operation, since the beginning of the program, for the training of specialists in aeronautics, Diesel engines, ordnance inspection, microwave techniques, explosives, and in similar branches of special importance to the armed forces.

The war-training programs described have brought about a new relationship between the Federal Government and the educational institutions in that the U. S. Office of Education deals directly with individual colleges and universities, and in that there is no distinction between those supported from public funds and those which are privately endowed. This program has enabled about 200 institutions of higher learning to aid in the war effort by meeting in part the need for engineering, scientific, and managerial personnel, while utilizing their facilities in staff and equipment in instruction on the college level. An important byproduct of this program is a closer cooperation between higher education, industry, and Government, an asset which may prove helpful to higher education even in times of peace.

Lt. Col. BLAKE R. VAN LEER

The Relation of Technicians' Training to the Army and Navy

Army organization for technical training.—The Army has undergone the most far-reaching reorganization of its history during the past 6 months and is now divided into three divisions, the Ground Forces, the Air Forces, and the Services of Supply.

Only the training needs of the Services of Supply which embrace many of the older services are to be discussed. Educators will be most interested in the "school branch" of the Training Division in the Services of Supply.

Training in the Services of Supply is divided into training for military personnel and that for pre-induction and civilian training. Contact with civilian educational institutions is accomplished through the R. O. T. C., by contracts with schools to supply instruction, or by leasing only the physical plant of the schools, in which case the Army supplies the instruction.

The Army's relationship to educational institutions.—Civilian schools from the Army standpoint include factory schools, trade schools, colleges and universities. If training is needed and can be justified as a military necessity, the Army will contract with a suitable civilian institution either to give the instruction and supply all facilities or to supply the facilities and have the instruction given by Army personnel. Representatives of civilian institutions must keep constantly in mind that the objective of all military training is to build an Army which will successfully engage our enemies in battle and defeat them. The Army is not the least interested in buying education or educational facilities for the purpose of correcting the past mistakes of the country in education, if such exist, or for social reform, or general education or to subsidize educational institutions. These things may be desirable and worthy projects, but they are not the function of the Army which is concerned only with such training of military personnel as can be justified strictly from the standpoint of military necessity.

Shortages of specialists.—The Army does not receive through the Selective Service a sufficient number of required specialists. It is, therefore, necessary to train the men it does receive so that they will become specialists. Because of the limitation of time and the shortage of strategic building material, the Army finds it necessary to lease rather than build the training and housing facilities.

Scope of training.—Although conditions are constantly changing, as an indication of the extensive use the Services of Supply is now making of civilian

schools, the following will be of interest: The Army has about 121 different courses being offered in 80 different institutions. There are currently enrolled and in attendance in these institutions about 10,000 enlisted men and officers and by the end of the present fiscal year at least 60,000 enlisted men and officers will have received training in civilian institutions.

Fields of training under Services of Supply.—Some of the specialists now being trained by the Services of Supply in civilian schools, belong in various branches of medicine, dentistry, and engineering, and in technical fields of great variety.

In addition, the Services of Supply has leased the excess training facilities of a number of institutions of higher learning, where it is conducting its own officers', officer candidates', or enlisted men's specialists schools.

GEORGE H. HIERONYMUS

The Civilian Training Program of the U. S. Signal Corps

Purpose of the Signal Corps.—The United States Signal Corps is said to be the "eyes and the ears of the Army's fighting men." Growing from a small organization set apart during the Civil War to improve the handling of military communications during military engagements, it is now composed of many thousands of troops and civilians whose duties are to handle directly or to supervise all the signal communications of the Army. The signal function not only has to do with transmission of messages, but with range and direction finding, and the entire scope of radio and electronics as used in modern warfare.

What equipment is needed by the Signal Corps?—The type of equipment necessary for Army communications is extremely varied. After developing, perfecting, and procuring communications equipment necessary to meet specific needs, this equipment is installed in airplanes, tanks, reconnaissance cars, staff cars, and jeeps. This equipment must be maintained, and this calls for much repair work. The operation of communications equipment also falls under the general supervision of the Signal Corps, as well as the administrative communications of the Army.

The varied types of equipment used include huge, portable transmitting and receiving stations; hundreds of thousands of smaller transmitters and receivers; and tiny Walky-Talkies, which are carried on the backs of foot soldiers. Telephones still play an important part and are used extensively. Networks of Radar equipment, including intricate machines which "pick up" approaching enemy units and determine their direction and range likewise add to the complication of the communications job.

Can civilians serve the Signal Corps?—Back of every two soldiers in the Signal Corps is a civilian employee who is just as eager to do his or her job well as are the two soldiers served. And it is essential that they do so. As the Signal Corps Army has grown larger, the "civilian army" has grown in proportion. During the early months of the war the armed forces and industry absorbed available trained communications personnel. So it became necessary for the members of this civilian army to be given technical training to prepare them for their tasks.

The Civilian Training Branch of the Signal Corps administers and supervises the training of all its civilian employees. This training is, of course, wide in its scope to meet the needs of the expanding Army.

Of first importance is the training of technicians to install and maintain the equipment already mentioned. Then, there are the men behind the men behind the guns; namely, office personnel in Washington and in the score or more of field establishments of the Signal Corps.

What basic training is now being given?—Training activities are divided roughly into two categories—pre-service training and in-service training. Pre-service training is that training which is given to employees previous to their assignment to duties, who are employed for full-time instruction and are paid in accordance with standard Civil Service salary scales. Pre-service training courses are conducted in vocational schools and colleges throughout the country under the war training programs of the U. S. Office of Education. About 88 percent of the pre-service trainees are enrolled in radio maintenance courses. So far, the greater number of trainees have been employed at the Mechanic Learner level. Their ages range from 16 to 50 and they must pass a simple mechanical aptitude test given by the Civil Service Commission. The course extends over a period of 12 weeks and the trainees are paid \$85 a month. Upon completion of the Mechanic Learner course, trainees may be moved into a higher level of training called Junior Repairman Trainee (Radio) at \$120 per month. However, more than half the trainees enrolled in this course are recruited directly from candidates who have had some previous radio experience or training.

Can women be included in the Signal Corps training?—The Signal Corps expects to train many women in the future for simple repairs of communications equipment in the administrative theaters of operation.

What are needs for advanced training?—Advanced courses at the college level in electronics and intermediate radio are also conducted on a pre-service basis. A considerable portion of these trainees enlist in the Signal Section of the Enlisted Reserve Corps and at the termination of their courses, are called directly into military duty as Signal Corps troops. More than 20,000 pre-service trainees have been recruited—thanks to the unceasing efforts of the Civil Service Commission and excellent cooperation which has been given by the U. S. Office of Education in the establishment, operation, and supervision of these courses.

Is pre-service training enough?—The training task is only well started when employees have been trained in pre-service courses to enter upon the tasks for which they are needed; therefore, the Signal Corps conducts in-service training for all its employees to improve the efficiency of workers in their immediate jobs, and to prepare them for advancement into the positions requiring greater skill and responsibility. Since the turnover of civilians is relatively high because of induction into military duty and the growth of the entire organization, training for promotion is very essential. Each key employee has an understudy who is being coached to step into his shoes.

An outstanding problem of in-service training has been the preparation of supervisors to organize and direct their work, sometimes without the benefit of experienced personnel. A supervisor training program has been initiated in which the first step is the training of foremen and other supervisors in the methods

of training on the job. Job Instructor Training Courses are getting under way everywhere. This program is conducted in cooperation with the War Manpower Commission which is furnishing job instructor specialists to conduct Job Instructor conferences. In practically all maintenance shops and depots, not only is on-the-job training in progress, but supervisors are giving essential instruction in the theory of the equipment they must maintain and operate. This supplementary instruction is usually given in organized courses. Other extremely important and highly technical courses are conducted in special in-service schools.

Clerical and stenographic training schools are in operation in the Office of the Chief Signal Officer and in the principal field establishments.

What are future training needs of the signal corps?—As to the direction in which pre-employment and in-service training of technicians shall be extended, the Signal Corps plans may be stated quite succinctly. The aim for the future is to employ and train for specific duty, the number of civilians necessary to “Keep ‘em Flying and Rolling.” Many technicians still are to be employed and trained. The tendency is away from long-term education in theory, and toward practical instruction which can be given in the shortest possible time.

Comdr. WM. J. LEE

Training Needs of the United States Navy

Definitions of “pre-employment” and “in-service” training.—My understanding of the definition of the terms “pre-employment” and “in-service” is that “pre-employment” means prior to assignment to regular military or naval duties and “in-service training” means the training of military or naval officers who have just been inducted into the service, but who are not yet prepared to perform the specialist duties for which they have been appointed.

In consequence, it becomes necessary for the military and naval establishments to supplement the basic education which these officers have received by adding to it some special instruction which will permit these officers to perform a specific type duty—that is, to fit into a particular billet.

What are the Navy’s needs for specialist training?—In the case of the Navy, there exists a large and very definite need for the specialist training of newly appointed young officers. The Navy has provided several means of accomplishing this. Among the facilities we have schools specializing in general indoctrination, communication, ultra-high frequency techniques, radio engineering, operational study, mine warfare, armed guard, aeronautical engineering, Diesel engineering, and many others.

With the need for specialists being so acute, we have found it not entirely practicable to give all this specialist instruction in our Navy service schools, and have therefore, called upon the colleges and the institutions of higher learning to assist us in the preliminary instruction under the ESMWT program of the U. S. Office of Education.

U. S. Office of Education helps train for Navy needs.—The U. S. Office of Education has been very helpful in developing a system which assists in the procurement of potential officers who have technical college degrees and then, if and when these persons are commissioned, in providing preemployment or “pre-duty” instruction in technical specialties. This applies especially at this time to ultra-high frequency technique.

There are usually three stages of instruction required as follows: (1) basic or previous education; (2) Navy primary in the specialty; (3) Navy advanced in the specialty.

ESMWT courses are “pre-duty” courses.—The “pre-duty” courses established by the U. S. Office of Education fit into the basic instruction, so that when a student officer has completed an ESMWT or similar course, he is then considered qualified to take the Navy’s primary and advanced courses on the same subject. The reason why these stages are necessary is that much of the Navy’s equipment is either secret or confidential and consequently the necessary instruction can only be given in Navy service schools.

PHILIP S. VAN WYCK

Why a War Manpower Commission?

War Manpower Commission serves new purpose.—The War Manpower Commission was established by the President “for the purpose of assuring the most effective mobilization and utilization of the national manpower.” It was created to provide the machinery for making certain that the manpower we need for war production is available when and where it is needed. Through this Commission, all the agencies of the Federal Government, working closely with representatives of labor and industry, are developing and maintaining coordinated labor supply policies and programs on a voluntary and democratic basis. It does not replace or duplicate any of the existing procedures which are being conducted by other Government agencies concerning collective bargaining, mediation, and the settling of labor disputes.

Development of National Defense Advisory Committee.—The War Manpower Commission is a natural development in the recognition of the need to streamline the Federal Government’s labor supply and training program, a process which has gone forward under the auspices of the National Defense Advisory Committee, the Office of Production Management, and later the War Production Board. When the National Defense Advisory Committee was organized in June 1940, the labor supply problem was primarily one of finding jobs for unemployed workers. Since that time, the supply of unemployed workers has greatly decreased, and in many occupations all available workers are engaged in war production and a shortage now exists.

Coordination of Federal agencies established.—As the labor market changed, the coordination of the Federal agencies which have responsibilities in the field of labor supply and training was sought through the formulation of an Interdepartmental Labor Supply Committee. Similar committees were established in each of the 12 regions of the United States Employment Service, and at State

and local levels the more directly affected of these agencies organized Councils of Operators.

War changes labor market.—After Pearl Harbor, however, the war production program grew to such magnitude as to require a complete reorientation of the policies, methods, and procedures necessary to meet the manpower needs of the Nation. It soon became obvious that with the United States at war we could not continue our traditional free labor market. The Federal Government must organize this labor market and exercise direction of its processes if we are to secure workers in adequate numbers and of adequate training for the war effort.

Purpose of War Manpower Commission.—To meet this responsibility, authority was needed at once at a central point to direct all governmental activities relating to manpower. After studying many plans and proposals, the President on April 18, 1942, created the War Manpower Commission, giving to its Chairman, the Federal Security Administrator, the power to prescribe such policies, directives, regulations, and standards as he found necessary, and ordering a long list of Federal agencies dealing with various aspects of labor supply and training to conform to these instructions.

Mr. McNutt, the Chairman, well summed up the plans of the War Manpower Commission when he recently stated: (We) "propose, by democratic methods, to set up machinery which will insure that each worker is used at his best skill, at the most effective place in the war."

E. J. STOCKING

War-Service Recruiting Problems

Scope of wartime recruiting.—Recruiting has been in progress on an increasingly intensified scale for more than 2 years. From June 1940 to June 1942 civilian employment in the executive branch of the Federal Government increased from a little over a million to more than 2 million. These figures represent a large number of occupations. Shortages of applicants in many occupational fields were apparent at the start; in fact, before the defense program began.

What steps have been taken to meet shortages?—Various measures were adopted at once to overcome the shortages. In-service training programs were encouraged, with a view of the upgrading of employees or of transferring employees from the less essential to the more essential positions. Examinations were launched on a large scale for an enormous variety of technical, scientific, professional, and mechanical trades, and many other positions. Intensive publicity was given to the needs through the press, magazines, and journals, posters in Federal buildings, and through appeals to educational institutions, and to scientific and professional societies, associations, and organizations.

During the first few months of the defense program many of the examinations were announced for the acceptance of applications for the usual 4- to 6-week period. When they failed to produce the applicants needed, and the needs continued to increase, many examinations were announced to remain open continuously. Various other means of stimulating recruiting and securing more applicants were then begun: Age limits have been removed, written tests have

been discontinued in most cases, experience and educational requirements have been broadened. Many of the refining processes through which degrees of qualifications were established are now omitted. The problem is not so much to obtain the best qualified persons as to obtain enough capable of doing their work well in the war program.

All employable applicants to be used.—Of peculiar importance at this time is the utilization of all employable applicants. The Commission is interested in the placement of physically handicapped persons in suitable employment and is encouraging this practice among appointing officers as far as feasible.

The curtailment of some of the Government's activities not connected with the war program has released workers for the war-service positions. Machinery has been set up for the transferring of these employees who are competent for war work to war agencies of the higher priorities.

How are needs publicized?—Time is vital in supplying the manpower needed. The formal announcements of examinations, which present to the public at large the employment opportunities in the Federal service, often produce a large proportion of unqualified applicants, thus slowing down all the examining and appointment processes. Recently, in order to speed up recruiting, the Commission has been making known the war service opportunities in the critical categories through recruiting circulars distributed in areas which represent the best potential sources of applicants with the desired qualifications. These circulars have been used for the most part in connection with the more highly technical fields. The results so far show a higher percentage of eligibles than usual among those who apply.

Training need becomes apparent.—As results of diminishing returns from the examinations and other recruitment processes, and the tightening of the labor market, more positive programs have been initiated for direct recruitment. Representatives of the Commission and other Government agencies have been touring the country, or various sections of the country most likely to produce qualified persons, as a means of personally reaching potentially available and potentially qualified persons. These representatives have been making contacts with educational institutions giving training in fields important in connection with the war program, to seek sources of supply of personnel which may result either from regular college courses or from specialized war training courses. As the necessary groundwork for these programs, the Commission maintains the closest liaison with Government agencies, consulting with them on recruiting problems and on the necessity for training programs, both in-service and pre-employment, in the effort to meet increasing deficiencies. Needless to say, shortages in many occupational areas are daily becoming more critical.

All the elements of the present situation indicate the importance of programs of training, both in-service and pre-employment, for Government positions, where training courses can supply the qualifications needed.

Civil Service Commission publicizes critical needs regularly.—Close co-operation between the Commission and other Government agencies, the Office of Education, and educational institutions, and the exchange of information in regard to the Government needs, on the one hand, and the sources of applicant supply, on the other, form the foundation for the promotion of pre-employment and in-service training programs. The Commission is furnishing information

regarding critical needs both immediate and prospective, to the Office of Education in order to facilitate long-range planning of courses by colleges. Scientifically and technically trained persons are in increasing demand in many fields that may offer an opportunity for extension of the ESMWT training-course programs.

Fields in which shortages exist.—For example, there is an increasing need for persons trained in the chemistry of explosives; the technology of petroleum and rubber; the practical use and application of precision measuring instruments of the various sorts for inspectional work.

Training which is being given for ordnance inspection, surveying and mapping, in physics and in aeronautics, and training to supply the need for instructors in various fields, is a particularly valuable contribution to the war effort at this time.

The drafting of Government employees for the military service presents another difficult problem, from the standpoint of replacement recruiting. It clearly accents the need to train women for many of the professional, scientific, and technical positions for which they may be suited.

Certain ESMWT courses accepted in rating for Civil Service positions.—The Commission has amended a considerable number of examinations to admit ESMWT course students or to allow credit for ESMWT courses, or both. Among these examinations are those for:

Technical Assistants
Engineering Assistants
Engineering Draftsmen
Junior Engineers (all options)
Junior Metallurgists
Medical and Scientific Aids
Junior Meteorologists
Inspectors of Ordnance Materials

Inspectors of Engineering Materials (Aeronautical)
Inspectors of Engineering Materials (other than aeronautical)
Inspectors of Naval Ordnance Materials
Inspectors of Powder and Explosives
Inspectors of Miscellaneous Supplies

A program has been recently initiated by the Commission, through the cooperation of the Office of Education, for furnishing students, at the beginning of their ESMWT course, with information concerning the Government opportunities for which their course may enable them to qualify. This information will be furnished to the students through the ESMWT institutional representatives and instructors. Especially opportune are present provisions for admitting students to examinations at the beginning of the course, and for their provisional appointment, to become effective upon their entrance on duty, upon completion of the course. It is hoped that this arrangement may increase the flow of applicants at the trainee level, and provide ultimate sources of recruitment for the higher grades.

WILLIAM K. BASSETT

Manpower Needs of the Maritime Commission

The development of the Maritime Commission.—In 1937 the Maritime Commission launched an ambitious program under the Merchant Marine Act, "To further the development and maintenance of an adequate and well-balanced

Merchant Marine, to promote the commerce of the United States and to aid in the national defense"—by proposing to build 50 ships a year over a 10-year period. It was a large order; in the 15-year period between 1922 and 1937 there were but two ocean-going cargo vessels other than tankers produced in American shipyards. In 1939, the Maritime Commission made contracts for 100 ships a year; in 1940, 200; and in January 1941, 400. By January 1942, the production total was set at 12 million tons. That figure, too, was upped—50 percent. Barely a month later, the goal was set at 23 million tons by the end of 1943.

Manpower needs for shipbuilding.—In comparison with the 10 yards and 46 ways capable of producing merchant ships in 1937, there are today more than 60 yards with some 300 ways included in the Maritime Commission's vast program—a 500 percent expansion. There are now some 750,000 workers employed in shipyards, compared to about 100,000 in previous normal times. Added to this are the thousands employed in plants producing parts and materials for our ships, bringing the total of those engaged in the shipbuilding effort to approximately 2 million men and women.

The War Shipping Administration.—With the advent of war, there was created the War Shipping Administration, with Admiral Emory S. Land, Chairman of the Maritime Commission, as the Administrator. Whereas the Maritime Commission's primary task is to see to it that the ships are constructed, it is the responsibility of the War Shipping Administration to attend to the varied details involved in the operation of these ships.

Functions of the Maritime Commission.—The designing of hulls, machinery, and outfitting equipment; planning and scheduling production; procuring and expediting materials; and the inspection of the ships and audit of construction costs are among the functions of the Maritime Commission. The actual construction, however, is done by private shipyards and manufacturing plants with whom the Maritime Commission has contracts, and the recruitment and training of their shipyard and other personnel is their responsibility.

Personnel requirements of the Maritime Commission.—In July 1941, the Commission had about 2,300 employees—1,300 in Washington and 1,000 in the field. As of July 31, 1942, we had 2,600 employees in Washington and 3,100 in the field—a total of 5,700. The War Shipping Administration, too, has experienced a corresponding expansion in its short life. At the end of March 1942, just a month after its creation it had 75 employees—at the end of July, nearly 700.

Acute shortages of trained persons exist.—Greatest needs now are for naval architects, marine engineers, marine surveyors, procurement men and buyers, shipyard inspectors, electrical engineers, engineering aides and draftsmen, and materials engineers and inspectors.

Maritime Commission has had own training course.—With shipbuilding activity at a peak and with private industry, the Navy, and the Maritime Commission all bidding for the yearly average of 75 men receiving degrees in Naval Architecture or Marine Engineering courses, it is apparent that the supply is inadequate to fill the needs. Realizing this as one situation where we would have to "roll our own," the Maritime Commission began recruiting outstanding engineering graduates from other fields, largely mechanical, but with some civil and electrical men, as trainees, at \$2,000 a year. These men work for 6 months under a Naval Architect or Marine Engineer in our Washington office, under close

supervision, making the less involved calculations, and planning changes, after which they are transferred to work in a shipyard under the close supervision of an experienced shipyard inspector. At the expiration of the year, satisfactory trainees are promoted to the position of Junior Naval Architect or Junior Marine Engineer, at \$2,600 a year. This practical, basic on-the-job training has proved most satisfactory for advancement to even higher positions and many of our \$3,200 and \$3,800 vacancies are already being filled by 1941's crop of trainees. There are only two objections to a program of this sort: First, it may be a little too thorough and slow for times like these; and second, the candidates for trainee positions don't usually have wooden legs or glass eyes. Without those, you know, we may not be able to hold them against bids from the Navy and General Hershey.

Education to play vital role.—Although the peak of our recruiting program is behind us, the tighter labor market makes our replacement problem more acute. Replacements must come from new sources of supply and the upgrading of present employees. We believe that you who represent the educational facilities of our country, have a vital role in both of these solutions. Refresher courses for older men who may have been out of their technical fields for some years, interesting women in critical occupations that were once man's sole domain, and turning out larger and larger classes of technically trained college men and women will all contribute to the utilization of this relatively unexploited source of supply.

Maritime Commission encourages pre-employment training.—Educational institutions can and are assisting in the upgrading program by providing after-hours classes through which employees can qualify themselves for more responsible work. We should bear in mind, however, that because of the terrific pressure under which our people are working today, and because of the overtime they are required to work, far too few are able to take advantage of after-hours courses. Our conclusion has been, therefore, that whereas existing educational facilities should be used exclusively in pre-employment training, the establishment of an in-service training program within the Maritime Commission is essential to any effective upgrading.

JOHN R. HELLER

Recruiting and Training Professional Personnel for Public Health Work in Wartime

Health Service experiences shortages of professional personnel.—One of the most important and most difficult wartime problems of the U. S. Public Health Service has been, and still is, the provision of professional personnel to State and local health departments, whose staffs have been depleted or overtaxed as a result of war activities. The regular staff of the Service has been utilized to the utmost in carrying out new, war-born activities and in operating existing programs. The new and diverse problems of public health agencies throughout the country speedily necessitated the recruitment of additional professional personnel in

many categories, and further called attention to the need for utilizing every potential reservoir of professional manpower, and for expanding training facilities both within and without the Public Health Service.

Recruiting developments.—The first requirement has been for trained personnel to supplement the staffs of local health units or to staff newly established health services in critical war areas. Recruitment for these purposes was begun in the spring of 1941 with funds made available by the Congress for Emergency Health and Sanitation Activities.

With the advice of representatives of graduate schools of public health, the Service at the same time established a brief orientation course, followed by supervised field experience, for newly employed professional personnel. Physicians, engineers, nurses, laboratory technicians, and other specialists are recruited primarily through the Civil Service Commission, and have been given 4 weeks' instruction at the National Institute of Health, Bethesda, Md., and 2 weeks of field training under supervision. They are then assigned to State health departments in critical areas throughout the United States and the Territories. To date, more than 750 professional personnel have been employed, given the training course, and assigned to State and local health departments. Since these assignments are made on request, it is interesting to note that the Public Health Service now has on file requests for 2,000 additional health workers. Insofar as funds will allow, the Service plans to render the utmost additional help in extramilitary and industrial areas.

Professional technicians needed.—It is safe to say that approximately 22,000 professional technicians, exclusive of physicians, dentists, and nurses, are needed at the present time in hospitals, health departments, private clinics, and laboratories. This estimate is based upon a recent survey made by the Public Health Service, supplemented by discussions with informed persons in various Government agencies.

Training of nurses in existing schools.—Medical, dental, and veterinary personnel are recruited through the Procurement and Assignment Service of the War Manpower Commission, and a vigorous recruiting program for nurses is being conducted in connection with the nursing training program. The nursing educational program is operated by the Public Health Service and provides a subsidy to nursing schools for basic training, postgraduate training, and refresher courses for inactive graduate nurses. For this purpose, Congress has provided 3½ million dollars for fiscal 1943. Recognized nursing schools participate in the program and it has not been found necessary to establish new training schools.

Subprofessional personnel to help meet shortages.—In order to meet the shortage of trained personnel in the public health field, it will be necessary to adopt a realistic program of recruitment and training, designed to produce from available manpower, personnel capable of executing some of the duties usually performed by professional graduates. For example, the broad training program for nurses' aides is making it possible to utilize the services of the depleted supply of graduate nurses to better advantage. At present, there is a great shortage of trained sanitary engineers, since State and local health organizations have been deprived of their engineering personnel by the military serv-

ices. To meet this shortage, training will be needed to induct subprofessional personnel into carrying out some of the activities of graduate engineers. In general, the demands of the war effort, which is the first order of business throughout the United States, will necessitate the application of the same policy in recruiting and training other categories of professional personnel employed in health and medical services.

EDITH H. SMITH

The Need for Nurses

Nurses are needed.—There is no aspect of our total war effort where the shortage of womanpower is as acute—or as critical—as it is in the field of nursing.

The Army and Navy are calling for 3,000 nurses a month for the next 12 months. The Veterans' Administration will need 1,400 during the same period. Public Health Services have 3,000 vacancies and there are 20,000 unfilled positions in civilian institutions. In addition there is a growing demand for nurses in industry and in new industrial boom towns. There must also be adequate nurses in reserve at home to meet such emergencies as epidemics, disasters, sabotage, and enemy action.

Nurses for the armed forces.—Our first and major responsibility is to supply the armed forces with necessary personnel. But the 36,000 nurses they need will be secured largely from already hard-pressed government and civilian services, and from students now in schools of nursing. Provision must be made to replace this essential personnel.

Scope of training programs.—Although every effort is being made to bring inactive nurses back into service, and to train auxiliary workers, paid and volunteer, our most important resources of nurse power will be secured through the development and expansion of schools of nursing, and the recruitment of additional students for those schools.

During the last academic year, 45,000 new students were admitted to schools of nursing. The objective for 1942-43 is 55,000 new students; it is 65,000 for 1943-44.

In recognition of the gravity of the problem, Congress appropriated \$1,800,000 for nursing education in 1941-42 and has made \$3,500,000 available for 1942-43. The program is administered by the U. S. Public Health Service.

Schools to expand.—The major portion of the appropriation will be utilized for the expansion of existing schools of nursing and for the establishment of new central schools or centralized teaching programs in connection with colleges and universities. Funds are also available for refresher courses, and for advanced curricula to prepare for positions in schools of nursing, hospitals, public health, anesthesia and midwifery.

Government aid to institutions.—Schools of nursing able to increase student admissions in the fiscal year 1942-43, may request Federal funds for salaries of additional instructors, classroom facilities and equipment, a certain amount of subsistence, the establishment or expansion of affiliations, and scholarships for tuition or other entrance fees for needy first- and second-year students.

The goal is that no student shall be barred from entering a school of nursing because of lack of funds.

Responsibility of secondary schools and colleges.—Schools of nursing are under heavy obligation to admit as many additional qualified student nurses as their present facilities can accommodate and to plan immediate expansion of these facilities. The secondary schools and colleges of this country are called upon to assist in sending a greater number of qualified students into these schools of nursing. They can help immeasurably by (a) furnishing information about the profession of nursing to students, (b) using the best vocational guidance techniques to insure an increasing number of well-qualified applicants for schools of nursing, (c) setting up pre-nursing curricula that will aid in accelerating the course in the school of nursing.

Information and literature about nursing may be secured from the National Nursing Council for War Service, 1790 Broadway, New York. The U. S. Public Health Service, Washington, D. C. (Bethesda Station), will furnish all information on the use of the Federal funds available for nursing education. The U. S. Office of Education has prepared a pamphlet, "Professional Nurses Are Needed" for the use of secondary schools, colleges, and universities in assisting with this program. A vocational guidance kit, "Nursing As A Career" is available through the U. S. Office of Education.

Problem 3.—How Shall Colleges and Universities Assist the Army and the Navy in Their Specialist Training Programs?

Questions raised for discussion:

1. Need for, and purpose of, the contract service.
2. Extent of plans for using educational institutions.
3. Contractual arrangements (specifications and requirements, types of service, pay, etc.).
4. Evaluation of the effectiveness of the cooperative service.
5. Some principal problems growing out of these relations and how they can and are being met.

Officers of the symposium:

Chairman: OLIVER C. CARMICHAEL, Chancellor, Vanderbilt University, Nashville, Tenn.

Reporter: W. CARSON RYAN, Professor of Education, University of North Carolina, Chapel Hill, N. C.

Presentations:

Lt. Comdr. RALPH A. SENTMAN, U. S. N. (Ret.), Training Division, Navy Department.

WILLIAM T. MIDDLEBROOK, Comptroller, University of Minnesota, Minneapolis, Minn.

FRANCIS F. BRADSHAW, Dean of Students, University of North Carolina, Chapel Hill, N. C.

Lt. Col. BLAKE R. VAN LEER, School Branch Training Division, Services of Supply, War Department.

C. SCOTT PORTER, Dean, Amherst College, Amherst, Mass.

C. F. GATES, Jr., Chancellor, University of Denver, Denver, Colo.

Summary of Discussion

There is such a wide variety of training courses that almost any institution should be able to find some offerings to contribute to the war training program. In any case, suitable plant facilities could be placed at the disposal of the military authorities.

Even though certain buildings, such as shops and laboratories, may be available, housing must also be provided for the personnel in training. Adjustments can often be made, however, especially in view of the wide range in the size of units which vary in numbers from 8 to 1,600 at different institutions. In any case, the military representatives said, "Tell us about your facilities, even if they may only be in terms of 25 to 50 men."

With respect to women in the training programs, in addition to the WAAC's and the WAVES, a sizable percent of the Signal Corps may be women. With regard to Negroes, Hampton Institute is being utilized; but in general, little information was presented as to the place of the Negro in the specialist training program. It was emphasized that it would be difficult for the military authorities to tell much in advance as to the amount and types of training that might be required. The higher institutions of the country should stand ready to provide the needed training facilities, since the military establishments have neither the time nor the resources to provide them.

Digests of Presentations

Lt. Comdr. RALPH A. SENTMAN

The Navy Training Program

The Navy now makes extensive use of many of the facilities of colleges, universities, and technical schools in training of officers, enlisted men, and the newly created WAVES. There is a total of close to 100 naval training programs now in operation or shortly to begin operation in over 60 colleges and training schools. It is estimated that during the next 12 months, close to 140,000 officers and men will pass through one or more of these training schools. Of these pro-

grams, over 65 are technical in nature and can be operated most successfully only in a scientific or technical school. Of the institutions participating in the training program, 11 are primarily technical. These 11 institutions have between them 28 of the 84 programs.

Officer training has to date 45 different training programs in operation in over 28 colleges, universities, and technical schools. A total of more than 45,000 officers will undergo training in one or more of these programs during the next year. Thirty-four of the 45 officer training programs are technical in nature. Most of the nontechnical programs are for officer indoctrination. The program for training enlisted personnel calls for 39 programs in 34 colleges, universities, and technical schools. It is contemplated that more than 90,000 men will be trained in one or more of these training programs during the coming year. Thirty-one of the 39 training programs for enlisted personnel are technical in nature.

To man its fighting ships and planes, the Navy requires men with specialized ability. College graduates, or others qualified, may be commissioned as reserve officers and sent to indoctrination school; others may take courses leading to a commission. Men who enlist in the Navy with adequate experience and qualifications may obtain ratings and pay immediately commensurate with their ability. Others who have had little or no training, but who show aptitude and a desire to pursue a specific type of training, are sent to schools for work in one or more of the 68 types of duty open to specialists. At the conclusion of their training, enlisted men may be advanced to the rating for which our training fits them. Subsequently, they may receive further advancements as their special skill and further training increase their abilities. In some cases enlisted men may become eligible for commissions. In this gigantic specialist training program, the Navy has endeavored to use the housing and staffs of institutions already established. Where indoctrination courses are given the teaching personnel consists almost entirely of Navy officers. While other schools have small Navy staffs, most of the instruction is given by picked members of the teaching faculty of the colleges and schools. There is also the Navy's well-known Accredited College (V-1) Program. Through this program of procurement for certain acceptable college students, the Navy hopes to permit continued education in most cases of those men deserving consideration, and thus in the next few years draw to its commissioned ranks college men who have been deferred from active duty and permitted to complete their education.

The Navy's program of utilizing established facilities saves the expenditure of huge amounts of vital war materials in the construction of temporary quarters for the teaching and housing of trainees. In this manner the Navy is helping to preserve the American educational system by substituting Naval students for those who have left to enter other branches of the armed forces.

WILLIAM T. MIDDLEBROOK

Short-Course Training and College Financing

To what extent are Army, Navy, ESMWT, and other short training courses aiding in the solution of those financial problems arising from enrollment

decreases? Do the enrollments in these short courses fill the financial gap left by the decrease of enrollment of regular students? After studying the budgets of two such short-course schools with enrollments of 500 each, I am quite convinced that my institution would be financially better off with 1,000 students paying the regular tuition even though that tuition is low. This conclusion may seem strange in the light of these two facts: (1) the full or substantially full cost of short instruction is being paid; and (2) the regular students pay only a portion of the total instructional costs. Yet I believe that the conclusion is sound so long as the institution's main task is the instruction of regular students.

The explanation may be found in these general observations:

1. The short courses are for the most part in those fields of study where enrollment decreases have been and presumably will continue to be lower. This means that additional staff members must be employed for the short courses since regular staff members are available only to a limited extent.

2. The short courses are special in character. They do not fit into any established curricula. The costs are in general special costs, and even though these costs are met, the general financial situation of the institution is improved only to the extent that a proportionate share of the costs of buildings, equipment, and overhead can be charged to these courses.

3. The decrease in instructional costs is not proportionate to the decrease in enrollment. The instructional costs of a class of 20 is little less than for a class of 30. An institution which lowers its operating budget 7 percent after losing 21 percent of its students is doing a good job. I know that many institutions have expanded on a less favorable ratio.

In the two cases which I have examined, the salaries of the regular staff assigned to these courses and the proportionate charges for building, equipment, and overhead are not the equivalent of the tuition of a corresponding number of regular students. Therefore, I see no solution of our financial problems by the addition of more and more short courses unless we go the whole way and teach nothing else. However, we shall undoubtedly continue to add such courses because, thus far, this is the principal way in which we are permitted to make a contribution to the war effort. Fortunately, there are some indications that before long our institutions may be doing for the Nation more nearly the kind of an instructional task for which we are staffed and equipped. The odd thing is that that task, even though on a higher educational level, will probably cost the Nation relatively less and yet will perhaps permit a balancing of our budgets.

FRANCIS F. BRADSHAW

Reorienting and Reorganizing for the War Programs

At the University of North Carolina, the Navy V-5 (Pre-flight conditioning) program originated in the suggestion of a physical education director. It was considered first in terms of 800 cadets but almost immediately the number became 1,875, and soon affected the entire situation to an extent that it was impossible to anticipate. This was an enterprise that included 10 dormitories

half of a gymnasium and the physical education facilities, a dining hall, an auditorium, the infirmary, playing fields, an administrative building, and a temporary armory.

The experience (which was ultimately a very successful one) showed, however, that the first steps must always be to (a) know the facilities, and (b) know the needs; that it was essential to reorient procedures at many points in the interest of faculty and student morale, and get rid of the "education-as-usual" psychology.

It was necessary in all such cases to consider what the reservoirs of special knowledges, skills, and facilities were in relation to the new quantity and new variety of demands. There was always the problem of *conversion* of facilities rather than business as usual. Inventorying included both personnel and facilities, and an evolvment with respect to these that would adequately meet the new demands.

Reorientation of staff involves decentralization of initiative and centralization of coordination—always with reference to a final authority. Some of the special problems that develop result from the necessary speed of decision in a situation where both faculty and student morale have previously been based on a method of reaching decisions in which both faculty and students have had a part.

Lt. Col. BLAKE R. VAN LEER

The War Department's School Branch Training Division

The Training Division, represented by the speaker, is a division of the Services of Supply of the Army. It is divided into five branches: (1) Fiscal and Supply; (2) School; (3) Training Doctrine; (4) Replacement Training Center; and (5) Unit Training. The one to be discussed here in particular is the Schools Branch, which deals with the R. O. T. C. activities, Army Service Schools, and Civilian Schools.

The Civilian Schools, from the point of view of the Army, include factory schools, trade schools, and colleges and universities. As training is needed and can be justified as a military necessity, the Army contracts with a suitable civilian institution either to give the instruction and supply all facilities, or to supply the facilities and have the instruction given by Army personnel.

The objective of all military training is to build an Army which will successfully engage our enemies in battle and defeat them. The Army is concerned only with such training of military personnel as can be justified strictly from the point of view of military necessity.

The Army does not receive through the Selective Service a sufficient number of required specialists. It is, therefore, necessary to train the men it does receive so that they will become specialists. Because of the limitation of time and the shortage of strategic building material, the Army finds it necessary to lease rather than build the training and housing facilities.

Although conditions are constantly changing, as an indication of the extensive use the Services of Supply is now making of civilian schools, the follow-

ing will be of interest: The Army has about 121 different courses being offered in 80 different institutions. There are currently enrolled and in attendance in these institutions about 10,000 enlisted men and officers, and by the end of the present fiscal year at least 60,000 enlisted men and officers will have received training in civilian institutions.

Some of the specialists which the Services of Supply is now training in civilian schools are: Neurosurgeons, plastic surgeons, thoracic surgeons, surgeons of extremities, anesthetists, clinical laboratory technicians, tropical medicine physicians, venereal-control specialists, sanitary engineers, industrial hygienists, dental equipment maintenance technicians, diesel engine mechanics, armor plate welders, a large variety of specialized mechanics, electricians, draftsmen, surveyors, auto mechanics, motorcycle mechanics, tire repairmen, motive equipment mechanics of several kinds, radio operators, radio mechanics, high-speed radio operators, automatic switchboard installers, camera repairmen, repeatermen, cable operators, outboard motor mechanics, motorcycle mechanics, etc.

In addition, the Services of Supply has leased the excess training facilities of a number of institutions of higher learning, where it is conducting its own officers', officer-candidate, or enlisted men's specialists schools.

C. SCOTT PORTER and C. F. GATES, Jr.

A civilian protection training group is maintained on the Amherst College campus. Information is desired concerning other units that are needed.

Many colleges will find themselves in difficulties when the draft age is lowered and when military needs are put ahead of everything else. Glider training illustrates promising possibilities of training. All college and university authorities are eager to participate in the war training program but they wish to know the best ways of doing it.

Problem 4.—What Can the Schools Do for the Adult Illiterate and Alien in Wartime?

Officers of the symposium:

Chairman: CLYDE A. ERWIN, State Superintendent of Public Instruction, Raleigh, N. C.

Vice Chairman: HARDY STEEHOLM, U. S. Office of Education.

Reporter: CLARA STEEHOLM, U. S. Office of Education.

Presentations:

MERWIN M. PEAKE, Chief, Pre-induction Training Section, Civilian Personnel Division, Services of Supply, U. S. Army.

Maj. ROBERT OWENS, U. S. A., Selective Service System.
WILLIAM F. RUSSELL, Director, National Citizenship Education Program.
A. W. CASTLE, Chief, Division of Extension Education, State Department of Public Instruction, Harrisburg, Pa.

Panel members:

MAUDE AITON, Principal, Webster School, Washington, D. C.
HOWARD DAWSON, National Education Association, Washington, D. C.
Lt. Col. C. T. HILL, Post-Induction Training Section, General Staff Corps, Services of Supply.
NELLIE SEEDS, Assistant Director, Adult Education, WPA.
Lt. Col. CAMPBELL JOHNSON, U. S. A., Selective Service System. Executive Assistant. (Racial Relations Officer.)
MARY L. GUYTON, Supervisor of Adult Education, State Department of Education, Boston, Mass.
GLENN KENDALL, Immigration and Naturalization Service, U. S. Department of Justice, Philadelphia, Pa.
J. E. MILLER, Supervisor of Adult Education, State Department of Public Instruction, Raleigh, N. C.
M. S. ROBERTSON, Supervisor of Adult Education, State Department of Education, Baton Rouge, La.
MRS. HUGH WALPOLE, 412 E. 58th St., New York City.
PERRY SCHNEIDER, Assistant to Director of Evening Schools, New York City.
CHARLES LAKE, Superintendent of Schools, Cleveland, Ohio.

The Chairman opened the meeting with the following brief statement:

Today we find ourselves awakened by the alarming fact that 10 million people in this country have a fourth-grade education or less and that we are fighting a war in which intelligence is one of the keys to victory. Heretofore the conduct of war has been characterized largely by brute force; now we are dealing with instruments of war. We find that the place of the illiterate in this war is a very limited place, and that we need him trained. We find that in the manufacturing of the implements of war and, in the operation of those instruments, we have very little place for the man who cannot read or write, and in the great manpower problem adult illiteracy becomes a bottleneck and one which must be eliminated. We are here to discuss this problem of training.

Summary of Discussion

New pedagogical methods are necessary in teaching adult illiterates how to read and write. The schools have been striving for years to teach reading and

writing and have failed. Present methods as well as new teaching materials are necessary.

As expressed by an Army officer, "It would save the Army a good deal of valuable time and space and office personnel, if this teaching were done by local educational authorities prior to induction."

A plan was mentioned which had been used in one State, whereby a letter from General Hershey's office was sent to the Director of the State Selective Service, with the result that the name of every selectee deferred because of illiteracy was sent to the county superintendent of schools and together they got those men into classes. When men failed to report for instruction, their names were sent to Selective Service headquarters.

This plan seemed feasible to many of the educators present at the symposium, for it was the consensus of opinion that "we are wasting time imagining that we can solve the problem by the use of volunteer teachers and voluntary attendance. Something more drastic must be done if this problem is to be met effectively. Funds must be made available by Congress to be administered by the regularly constituted educational agencies to hire qualified persons to teach illiterate and near-illiterate selectees, either before induction into the Army or after induction. The preparation of plans and the execution of these plans should be placed in the hands of educators—national, State, and local, and the full cooperation of Civilian Defense, Selective Service, and Army officials must be had if the undertaking is to be a success."

The panel members and speakers repeatedly returned to the theme that *Federal aid is necessary*, if the schools are to do the job of eradicating illiteracy. As one educator phrased it: "It seems to me at this critical time and at this Institute we ought to go on record that the problem of illiteracy should be solved in this country. School folks of today ought to do that. Get Congress to give us the money to give us the opportunity to do this job now. And I do believe the school people will do it, if we have the funds to do it, so that we could get this blot removed. It seems to me that we ought to ask the Army people in this country, the Selective Service in the representative States who these illiterate people are, and get their names and addresses locally."

Another speaker stated, "This belongs to the Federal Government. If the Federal Government wants this solved, it will be solved overnight. If it doesn't want it solved, there is nothing we can do about it but talk. The schools have been in reach of nearly all of these illiterates for nearly 40 years—they are not going to school, they have passed that age. They are not interested in war. They are making a living. You are not going to reach them. The only way to reach them is the military way. Everyone should be conscripted or brought into the Army . . . put him into a Camp and conscript a lot of teachers to go there and teach him physical education, the war program, literacy—whatever is needed. This is the only way to do it. The rest of it is just talking."

To sum up: The members of this symposium seemed to feel that (1) Federal aid is needed for teaching illiterates; (2) school people should support the U. S. Office of Education and they should urge the passage of a bill allotting Federal aid to the States; (3) some measure of compulsion is necessary to bring adult illiterates qualified for Selective Service within reach of schools and teachers,

perhaps the plan mentioned as already tried out, whereby names of illiterates were sent by Selective Service officials to county-school superintendents, these illiterates to be reported for nonattendance at literacy classes.

There can be no doubt of the eagerness of educators to serve in the cause of literacy. While they plan to proceed immediately with such facilities and funds as they have, they feel the need of Federal financial aid, and cooperation from the Office of Education, the Army, and the Selective Service System in order to work out a complete and effective program.

Digests of Presentations

MERWIN M. PEAKE

The Army needs trained men. That is not news to you. The Army needs also men who are skilled in at least the rudiments of reading and writing and understand directions. We are faced with the fact that there are in our country several hundred thousand men who cannot serve in the Army because they cannot read and write. We in the Army maintain that teaching these men to read and write is a job for the educators—a job which the educators can do well, and which they should do, as swiftly as possible.

It has been stated that the schools do not have sufficient funds to carry on a program for these illiterate registrants immediately. Surely there is money enough available at least to start the job—to train, let us say, 10,000 men, so as to take the burden of teaching from the Army at this crucial time.

I plead with you that this situation is serious. If the approximately 200,000 illiterate registrants are not taught and brought into the Army soon, other men in other classifications will have to be inducted to take their places. We must maintain a flow of manpower both into the Army and into war industry, so that all the available manpower in the Nation can be put behind our victory effort. With the tremendous job the Army has to do today, it seems to me only fair to ask that specialists in the field of education take over the educational work needed to make a man a good soldier. The Army can teach him soldiering—but the schools must pitch in and help us by teaching him what he should have known before—the basic skills of reading and writing which make any citizen more useful in peace or wartime.

Please do not think that this training of illiterate soldiers is just something to talk about. It is something which needs doing, and needs doing right now. The Army *can* do it—and as a matter of fact *is* doing it in various camps and centers for the men who were inducted, reluctant though the Army was to accept them. But the Army is anxious to turn this tremendously important work over to those whose function it is to educate, and to know that in future it will be performed where it should have been performed—in the local schools, under the direction of local school authorities.

I repeat—The Army should not be asked to give training in the fundamental skills of reading and writing when there are so many school facilities over the Nation which could be used to do it better. I know that you as educators will be eager to do your share in this work. I know that you have cooperated to the fullest extent with Army authorities in the past and will continue to do so. If you will put your great powers and talents to their utmost use, I know that we

can erase illiteracy from the national educational page, and send to their rightful place in the armed forces, those thousands of men who want to serve, but today cannot do so, because they cannot read and write. Let me read you an excerpt from a letter written by General Somervell to Commissioner Studebaker:

There is not the slightest doubt that in our modern mechanistic army illiterates are not only themselves handicapped, but constitute a heavy drag on military effectiveness. The upgrading of illiterates to the point where they will be acceptable for basic training is a responsibility that the Army should not be compelled to assume at this critical time. We can spare neither the physical facilities nor the personnel.

Maj. ROBERT OWENS

Before entering upon the subject of Selective Service and the deferment of the illiterate registrant, let me emphasize that the Selective Service System has one fundamental objective—the procurement of manpower for the Armed Forces. Selective Service classifies registrants as to their availability for military service. It must decide who should be temporarily deferred by reason of occupation or dependencies. Those remaining are required to pass through a screening physical examination at the local board, and those with obvious disqualifying defects are not forwarded to induction stations. To do otherwise would be a waste of the registrant's time and an unnecessary expense to the Government.

As to the illiterate or poorly educated men, experience early showed that it was wiser to have the educational capacity of the registrants determined at the comparatively few induction stations instead of at 6,500 local boards. The Army has established educational standards and makes the final decision as to the educational acceptability of men otherwise eligible for induction. Those standards are comparable to that attainment usually prescribed for the fourth grade of grammar school. Its application has resulted in the rejection of man after man, men physically fit but men who cannot take their place in our armies because somewhere in our democratic system there has been a flaw—a flaw which has permitted them to reach manhood without acquiring the fundamentals of an education. Military restrictions prevent me from telling you the number of men who have been inducted to date. But I can tell you that on the basis of experience in classification and induction, it is estimated that by the end of this fiscal year there will be revealed approximately 225,000 registrants physically acceptable for military service who cannot meet the requirement of a fourth-grade education.

Fundamentally, education of these men is a task for some agency other than Selective Service—for our principal job is to obtain men for the military establishments. It is also our task to leave at home those who cannot be spared from the assembly line, the farm, or the home. By law both jobs are required of Selective Service and Selective Service has sought to perform them as best it could in a fair and impartial way. It is a difficult thing, however, for a mother to believe in the fairness of a system which takes her son to the combat zone while leaving at home some apparently able-bodied young man—a John Doe who does not fight, who does not work, who stays home while her boy faces enemy fire without the arms or ammunition that John Doe does not make.

I do not suggest the details of a program to be adopted so that even at this late date the scores of thousand illiterate John Does can learn their reading and writing. I do know that steps must be taken to mend the flaw in our structure which permits countless of these John and Jane Does to be illiterate. The doors of our schools must be open to these individuals if we are to have a truly democratic way of life in this Nation.

WILLIAM F. RUSSELL

We still have total illiteracy in this country. In the registration of aliens conducted in the late winter and spring of 1941, a large sampling reveals that approximately 700,000 signed their names with a cross. In the first registration, the Selective Service found approximately 350,000 cards signed with a cross.

Functional illiteracy is much more prevalent. Among the aliens, we find the usual Government textbook on *Our Constitution and Government* far beyond the powers of most of those taking Americanization courses, and great demand for very simple materials. We estimate on a conservative basis, 2 million aliens who are functionally illiterate.

Important as it is for the Army to have men who can read and write, it is equally important in the industries behind the lines producing the materials for war. War plants can absorb but few illiterates. There isn't much common labor, and even cleaners and sweepers often have to follow written directions and heed warnings and signs. The U. S. Employment Service reports great difficulty in placing illiterates. Furthermore, the illiterates among the aliens constitute a problem in these days. To become a citizen you do not exactly have to be literate; but you must be able to sign your name and pass an examination on the history and form of our Government—Federal, State, and local. Illiterates have a hard time; and instruction in reading and writing has become a fundamental part of education for our noncitizens.

Some noncitizens are being inducted into the Army; some are being employed in war industries, but in general they are passed by, and this rich potential source of manpower is relatively untapped.

At the moment we may have, as the Census Bureau states, "ample reserves of well-educated manpower." But this is not the general impression that I receive in Washington. We are getting pretty well down in I-A. Beginning August 1, the Army has been inducting a small proportion of illiterates.¹ War industries are finding increasing difficulty in employment. The quality of those attending vocational and industrial classes is falling off. We are coming to the bottom of the barrel in manpower. We cannot afford to have hundreds of thousands of men and women from 18 to 60 disqualified for service in the war because they cannot read and write.

A. W. CASTLE

What the public schools can do for the reduction of illiteracy and for a more genuine assimilation of our foreign-born population, seems obvious.

1. Our public schools can and should assume a full responsibility, too long ignored, for a comprehensive and effective program of literacy and citizenship education for all alien and illiterate residents of their respective districts.

¹ One out of ten.

2. Public-school officials can and should provide a long-range program of training for adult education leaders to provide a constant and adequate source of capable teachers thoroughly grounded in accepted modern language methods and group-work techniques.

3. Public-school officials can and should strive for such State legislation as is needed to make literacy and citizenship classes for adults an integral part of their respective State programs of free public education, thus providing for such adults, free of charge, all appropriate services, texts, and materials now provided for their day elementary and secondary pupils, and free housing as well, not in conflict with day-school activities.

4. Local public-school officials can and should accept responsibility for leadership in organizing community advisory committees or councils, thereby enlisting the cooperation of social workers, civic leaders, church heads, racial leaders, foreign-language editors, naturalization examiners, and any others having an interest or equity in the reduction of illiteracy and a proper assimilation of our foreign-born.

5. Public-school officials can and should envisage and develop a diversified program of literacy and citizenship education service in accordance with the needs and possibilities of their respective communities, embracing, as needed, classes for non-English-speaking immigrants, elementary school classes for English-speaking immigrants and native illiterates, citizenship education classes for advanced immigrants and native illiterates, public affairs discussion groups, public library service, adjustment counseling, naturalization and immigration service, and social and recreational activities, these to be distributed as needed among public-school classes, shop classes, camp classes, neighborhood classes, and home classes for foreign-born mothers.

6. Through aggressive leadership by public-school officials, effective recruiting of adults for literacy and citizenship classes can be accomplished by the quiet, confidential cooperation of church heads, racial leaders, foreign-language newspapers, school and community nurses, industrial leaders and shop foremen, the Department of Justice services, and like possibilities.

7. Public-school officials should insist that the U. S. Office of Education prepare correspondence courses in English and in Citizenship Education, for remote native illiterates and aliens, and in leadership training for isolated teachers and leaders.

8. Public-school officials can and should demand and strive for Federal aid for literacy and citizenship education.

Problem 5.—What Program of Training and Adjustment for Adults Will Be Needed in the Post-War Years?

Officers of the symposium:

Chairman: MORSE A. CARTWRIGHT, Executive Officer, Institute of Adult Education, Teachers College, Columbia University, New York City.

Reporter: FRANK ERNEST HILL, Institute of Adult Education,
Teachers College, Columbia University, New York City.

Presentations:

MORSE A. CARTWRIGHT, Executive Officer, Institute of Adult Education, Teachers College, Columbia University, New York City.

JEROME H. BENTLEY, Activities' Secretary, Y. M. C. A., New York City.

DAVID E. WEGLEIN, Superintendent of Public Instruction, Baltimore, Md.

GEORGE D. STRAYER, Professor of Education, Teachers College, Columbia University, New York City.

Panel members:

R. V. BILLINGTON, Executive Assistant in Vocational Education, U. S. Office of Education.

C. J. CHILD, Assistant Director, National Planning Association, Washington, D. C.

COLIN ENGLISH, State Superintendent of Public Instruction, Tallahassee, Fla.

DALE HITCHCOCK, Bureau of Labor Statistics, U. S. Department of Labor.

HARRY JAGER, Chief, Occupational Information and Guidance, U. S. Office of Education.

JOHN A. KRATZ, Director, Vocational Rehabilitation Division, U. S. Office of Education.

W. H. WYNNE, Industrial Section, National Resources Planning Board.

Summary of Discussion

Mr. Cartwright: Arm-chair strategists tell us that the war will last 3 years or more. Some 39 million Americans will be involved directly—at least 10 million in our armed forces and 29 million in our war industries, 40 percent of the latter women. Already we can see dislocations as a result of war conditions affecting employment. The dislocations which peace will bring will be greater. It is to these—social, psychological, educational, and particularly educational—that the conference today is addressed.

Let us consider the problem in the form of an example. Germany has 500,000 officers, most of them trained for war only, and used to administrative power. What will happen when they are turned loose? Our officers at the end of the war will be greater in number.

The answer to the emergency we shall face lies, I think, in a generous provision for all individuals needing help—a provision for guidance, training, and general education.

It was to consider such provision that the Institute of Adult Education formed a Commission of 45 men and women from various fields of activity to discuss a possible program for post-war training and adjustment. The Commission represented many types of education, as well as industry, labor, library service, social work agencies, and so forth. Under Dr. George D. Strayer of Teachers College, Columbia University, its members met in a 6-day session beginning May 21, 1942. They sought to discover the principles governing post-war training, rather than to set any rigid pattern for action. With the cooperation of all Commission members, and the collaboration of a number, a Report was drawn up and published.

The group was almost unanimous in its agreement on essentials, and the differing attitudes upon one point of disagreement were set forth in the Report.

The Commission regarded the problem of post-war training and adjustment as primarily a local one. It saw that adjustment and training would have to start with the individual, and that the individual would be a resident of a community. The Commission agreed also that the process which would be involved would start with the guidance of the individual and move on to training and education.

The Wartime Commission of the U. S. Office of Education, which approved the idea of the Commission and assisted in certain preliminaries, may join the Commission in its findings. That is for the Wartime Commission to decide.

Mr. Bentley: I shall try to give the ideas of the Commission members with respect to guidance. The readjustments of men and women discharged en masse from the armed services or the plants of war industries must be effected one by one. Many individuals will make their own satisfactory adjustments. Others will be unable to do so. Many, while not suffering from physical handicaps, will have no work experience which will help them in a peacetime world. Nevertheless, we shall find it important to get these Americans back to work, both for economic reasons and for reasons of morale.

One factor in successful readjustment will be the helping of the individual to understand the social situation he faces, and his own relationship to it. In the work of the Adjustment Service (1933-34) we found that with understanding, morale rose and reemployment and adjustment often followed.

There must be a plan for each individual. It must be based upon the individual's understanding of his own assets. He must be helped to bring his assets and opportunities together. The method of help will naturally vary with each individual.

There must be the closest correlation between guidance and placement. All communities must organize for service. They must use the schools, which exist in all localities and have important resources for the work that will be done. But all other community agencies that can help must be used—social work organizations, industrial corporations, universities. The public employment office has an important contribution to make but it cannot be expected to take responsibility for a post-war guidance service which is essentially an educational task.

One problem will be the finding of an adequate number of qualified counselors for adults. The schools can extend their facilities and experience to cover the adult field.

Mr. Weglein: The administrator of a school system or of a program for adult education can already see the problem we shall face when the war ends. In Baltimore, 200,000 persons have been added to the city's population because of the war. This influx has already affected and will continue to affect our problems.

The War Manpower Commission is already trying to find workers in the regions where they are needed. After the war, a similar effort will be made, so that violent shifts in population need not occur.

This fact indicates that post-war training and adjustment is primarily a community problem. Most communities already have facilities and personnel for dealing with such training and adjustment. The schools are ready to operate. True, serving the young is a long process; while in serving adults, time, in contrast, is a deciding factor. We must get results quickly. This is another argument for using facilities that already exist.

Although the problem will be local, the Federal Government can help our localities with guidance, information, and funds.

All community organizations that can help should be utilized. Demobilization, both from the armed forces and from the war plants, should be gradual. Placement of adults should be handled chiefly by the State employment services. The schools do not want to take on additional responsibilities. They simply want to help to train these adults for adjustment purposes.

Mr. Strayer: It is important now to consider the administrative arrangements that must be made and the methods of financing which must be developed for the program.

The members of the Commission on Post-War Training and Adjustment agreed on four principles which they felt should guide in the administration of post-war training activities.

These were: (1) It would be unnecessary and inadvisable to set up any new agency to deal with this problem, (2) the Federal agency chosen to have overall responsibility for the program should be sufficiently flexible to allow for rapid expansion and should be closely enough in touch with the educational institutions of the country to understand fully the educational problems and limitations involved, (3) any agency chosen should have within its purview both the individuals discharged from the armed forces and those released from war industry, and (4) the operation of the program should be decentralized—i. e., as much as possible under community control. A corollary to this principle is that the supervision of the Federal agency should be almost wholly limited to (a) fiscal matters, and (b) securing general acceptance of standards.

The application of these principles led to the conclusion that our public-school system was an existing agency logically fitted for administering a program of post-war training and readjustment. It has capacity to adjust experience and personnel which fit it for the task. It will need to find and train additional personnel, but this it can do. Any attempt to build up a new system or abandon the tradition of State and local responsibility for education would be unwise.

There would seem to be complete logic in selecting the U. S. Office of Education as the Federal agency to rely upon in providing post-war training and adjustment. It is already closely in touch with State and local school systems, and with all types of colleges and universities. It is qualified and accustomed to provide services in all fields of education from elementary types to higher education, vocational education, and guidance and placement.

Should the War Manpower Commission contribute to the organization of a program of post-war training and adjustment, it should recognize that the program must be directed fully by competent educational authorities.

Both the Selective Service and the U. S. Employment Services already have responsibilities for the after-the-war adjustment of men discharged from the Army. These responsibilities relate to the reemployment of returning soldiers. However, it should be clearly recognized that their functions are placement functions, and that placement can only be effected when men are ready for work, and therefore need little in the way of guidance or training. The two above agencies are not charged with responsibility for guidance and training, and in the Commission's opinion should not be. Their work as prescribed will be highly useful, helping to dispose quickly of men and women who do not need guidance and training.

In addition to our public schools, we should use nontax-supported institutions. They will serve especially men and women who return to colleges or professional schools.

While local communities should take the most active role in post-war training and adjustment, the State educational agencies must channel the flow of funds, set up standards of operation, and regularize procedures. In many States there are nontax-supported institutions—colleges, universities, technical schools, etc.—which do not come under the authority of the State boards of education. It seems logical as well as necessary that the program of after-the-war training preserve the independence which such institutions enjoy. A minority of the Commission felt that this independence could best be preserved by permitting private institutions to deal directly with the Federal Government. To the majority this did not seem practical, since they believed that funds should be channeled to such institutions through State agencies, but that the institutions should have independence in matters of policy and procedure.

Communities should organize for the discussion of post-war training and adjustment, and to plan for it. All community agencies should be brought into this activity, a pattern for which exists in various existing community councils—i. e., adult education, social agencies, defense, etc. State school officers should also be brought together for conferences under Federal auspices, before the initiation of the program. Action now on both local and State levels is highly desirable.

Also essential to a successful program is the coordination of effort by the various agencies concerned—first, between agencies on the same level, such as the various Federal units which have a part in the program; and secondly, between agencies on different levels—Federal, State, and local. Effective cooperation demands a recognition of exact objectives by each unit, and an understanding of the objectives of all other units.

The financing of the program for the physically handicapped will be a Federal obligation, and a relatively simple one. For others in need of training, the financial problem will be more complicated. The Federal Government will need to provide funds for tuition of trainees, and also maintenance grants in many cases. To clear through the State education departments will be the best method of procedure. Communities will make their notable contributions in plant, equipment, and overhead. Special costs of instruction will need to be met by Federal funds in the case of higher institutions giving training.

Industry may well undertake to provide training for special skills it will require as the shift from war to peace activity is made. In some cases, training can be associated with a paying job; in others, trainees can use their unemployment insurance while in training.

Mr. Billington: The U. S. Office of Education is keeping in touch with other Government agencies in an effort to foresee the pattern of employment after the war. We now have a relatively fixed condition in employment, with fixed objectives and known processes of training. What we must plan for is, in contrast, uncertain. We must try to foresee various factors—trends in industrial fields, the Federal relief pattern, etc. We can perhaps serve small communities which in the past have lacked facilities for vocational training, by establishing regional centers. We should avoid the mistakes of the post-war period after the last war—such as the training of men in skills which will not be in demand. The problem is not solely one of vocational education. It will not be solved without vocational education, but also it will not be solved by vocational education only.

Mr. Wynne: The problem of post-war training and adjustment is undoubtedly tied up with the work of our industries. No attempt to solve the problems of the post-war period should neglect to consider this fact.

Mr. Child: We must do a job of integration—fusing education, industry, and the other agencies of the community into a whole for purposes of action. We might plan for the setting up of community councils. We may count on a gradual demobilization, both on the part of the armed forces and in industry. But action looking toward the future should be started now.

Mr. Hitchcock: The only sensible approach is through the local community. The problems we shall face cannot be dealt with by Federal and State facilities only. And I would suggest that among local groups the local branch of the Selective Service System should be prominent. For the present, the assembling of information is a possible and urgent task. Various units—such as plants and school systems—should know each other's plans and resources. We should encourage initiative, and not develop a program which will make the Government a crutch for limping private effort.

Mr. Miller: I think we forget that peace doesn't follow war. Rather, convalescence follows it. People will not get out of the military state of mind quickly.

As to planning, it is all very well to talk of doing it on the local level, but we should think also in terms of national and international economy.

Mr. English: We tend to think of the problem as a mechanical task, like the fixing of a timer in an automobile. Unfortunately, it is not like that, but is indefinite and all-inclusive. State educational officials should recognize this

fact, and be thinking of providing facilities. Programs should be organized in each community to take in the entire community.

Miss Van Horn: The training and counseling for family living is an important matter. More attention should be given to it in the post-war period than most people think will be necessary.

Question from the floor: How much authority is the Federal Government going to have when a State is backward about cooperating financially and otherwise?

Mr. English: Just as the job of the State is to encourage action in its communities, and not to go in and do a job for the community, so the job of the Federal Government is to advise and assist and to furnish money.

Mr. Spinning: If the war is to last 3 years or more, we shall all have changed during those years. Aren't we going to move toward national and international attitudes that we cannot now foresee? As a result, aren't any efforts we make now likely to be affected by unforeseen factors?

Mr. Kratz: Last December, at the President's request, Mr. McNutt called a meeting to plan for the training of the disabled during the war. This planning has gone forward. Twenty years of experience in rehabilitation work has convinced us of the soundness of the case work method in the training of the disabled. We have used shops and industries for training, and I think we can count upon them to do more training after the war than educators can do. Similarly, educators cannot undertake many types of physiological and psychiatric training. We should see that all possible agencies are brought into the effort that lies before us.

Mr. Jager: We shall encounter great difficulties in providing ourselves with counselors. They are scarce. So are administrators with vision. We shall need to make special preparations if our educational systems are to be effective in dealing with the situation we shall face. The *amount* of training will probably not be so great as we assume; the *difficulty* of training will probably be greater. In many cases, psychological shifts will not be easily made. We should be preparing now to meet our tasks. The whole problem is a *now* problem.

Problem 6.—How May Secondary Schools and Junior Colleges Train Workers Needed by the Military Forces and War Industries?

Officers of the symposium:

Chairman: L. H. DENNIS, American Vocational Association, Inc., Washington, D. C.

Vice Chairman: J. C. WRIGHT, Assistant Commissioner for Vocational Education, U. S. Office of Education.

Reporter: RALL I. GRIGSBY, Consultant in Curriculum Problems, Vocational Division, U. S. Office of Education.

Presentations:

WILLIAM CONOVER,¹ Training-Within-Industry Section, War Manpower Commission.

L. S. HAWKINS, Director, Vocational Training for War Production Workers, U. S. Office of Education.

Panel members:

R. W. GREGORY, Assistant Director, Rural War Production Training, U. S. Office of Education.

RALL I. GRIGSBY, Consultant in Curriculum Problems, Vocational Division, U. S. Office of Education.

JOHN J. SEIDEL, President, American Vocational Association, and Assistant State Superintendent for Vocational Education, Baltimore, Md.

DRENG BJORNARAA, Supervisor, Educational and Training Relations Unit, U. S. Employment Service.

RICHARD R. BROWN, Assistant Chief of Apprentice Training Service, Federal Security Agency.

Summary of Discussion

The consensus of the discussion seemed to be: (1) That the general high schools have a definite responsibility to provide training of a beginning specialist character for industry, agriculture, the armed forces, etc. Such courses as Fundamentals of Electricity, Automotive Mechanics, Radio, and Shopwork can be given as elective courses in the high schools to selected youth using the facilities of physics classrooms and laboratories and of industrial arts shops. (2) The expansion and redirection of the regular federally aided vocational education program will include a new emphasis upon the training of girls and women, both for industry and for agriculture. (3) The federally supported war production training program, with a record of accomplishment without parallel in educational history, will continue to hew to the line of its original intention to train workers for specific pay-roll jobs in war production industries in as short a time as possible, and to upgrade workers already employed in such industries through courses supplementary to employment. (4) The federally supported program of training for rural out-of-school persons should continue to provide training for industrial employment, whenever appropriate, and for agriculture in both its productive and mechanized aspects.

Digests of Presentations

WILLIAM CONOVER

The Need for Training

It is reliably estimated that at least 10½ million additional workers must be added to the war industries during 1942 if the President's program is to be

¹ Substituting for Gen. FRANK J. MCSHERRY, Director of Operations, War Manpower Commission.

accomplished. In addition to the 10½ million workers needed for industry, 3,400,000 men will be withdrawn from the labor market during this calendar year for the military services. In other words, over 13,900,000 persons must be inducted into the war activities during 1942.

In order that we may properly place the importance of manpower in our war effort, let us project our labor requirements into 1943. While we do not know precisely what the war production program will be at that time, it is estimated that we will need over 2½ million additional workers in war industries during the coming year. The exact increase in the military forces is unknown; it may be assumed that the increase will be at least 3½ million. We face, therefore, a combined total increase in war production work and in armed forces, of approximately 6 million people in 1943. This makes a grand total of 19,900,000 persons to be inducted into war activities during 1942 and 1943.

It is estimated that the total increase of 13,900,000 persons to be inducted into war activities during 1942 will come from the following sources: Conversion from nondefense production and services to war employment, 8,600,000; reduction in unemployment, 1,400,000; reduction in agricultural employment, 400,000; and an over-all increase in our active labor forces of 3,300,000. This source of persons coming into the labor forces for the first time will be from women who have never worked except in their own homes and young people just reaching working age.

To secure the necessary workers and the anticipated increase in the armed forces for 1943 will necessitate additional conversion of workers from nonwar industries, and the addition of approximately 3,600,000 persons in the active labor market who are not ordinarily included in the working forces. This latter group will be principally women. Mobilizing 6,900,000 new workers needed in 1942 and 1943 will constitute one of the main tasks of the War Manpower Commission. Fully aware of this serious problem, we are now actively engaged in making plans to ensure the most effective utilization of our total labor supply in order that we can advance our war effort. . . .

L. S. HAWKINS

The Federally Supported Program of Vocational Training for War Production Workers

This year constitutes the third fiscal year in which the program that we now call Vocational Training for War Production Workers has been functioning. In this fiscal period, that is, 1942-43, the program derives its authority from that part of Public Law 647, 77th Congress, 2d Session, headed Education and Training for Defense Workers. This legislation appropriates 94 million dollars "for the cost of vocational courses of less than college grade" provided by public agencies in vocational schools. The act further goes on to provide for two types of training—pre-employment and refresher courses and courses supplementary to employment.

Administratively the pre-employment and refresher courses have been interpreted to mean a type of training which is offered to persons who are cur-

rently unemployed or who are otherwise available for full-time employment in a unit-skilled job in war industry. The purpose of pre-employment training is to provide specific instruction in the skills required to hold a specific job in a specific industry. The refresher aspect of this type of training refers to the instruction provided for workers who at some time in the past commanded a usable skill but in the passage of time have lost that skill and now require a brief course to refresh their previous abilities. The basis for this administrative distinction is that the pre-employment enrollment can serve as an estimate of the number of persons who can be counted as potential workers in war production establishments.

Supplementary training aims to provide instruction to workers who are already employed in a war industry occupation, for the purpose of aiding such workers to assume jobs of greater skill and responsibility than they are now capable of performing. In an increasing number of instances, trainees are classified as supplementary when they are assigned to full-time attendance in a vocational school prior to the time they are actually put to work in a specific job. In these instances they are receiving wages from an employer while in attendance at these classes.

A significant aspect of the administration of the war production training programs has been the development of cooperative relationships with other public agencies. Procedures and policies have been jointly determined with the United States Employment Service and to a lesser extent the Work Projects Administration, since these agencies constitute the source of trainees for the pre-employment and refresher courses.

The requirements for training personnel in both civilian and military classifications have stimulated the development of cooperative relationships with the Army and Navy. The training of civilian personnel is conducted for such establishments as the navy yards, air depots, and arsenals, and branches of the armed forces such as the Signal Corps. The typical arrangement is that prospective trainees are recruited by the Civil Service Commission and assigned to public vocational classes for from 6 to 8 weeks, receiving a specified remuneration while in training. The financing of the cost of training is from the funds appropriated to the U. S. Office of Education.

Arrangements have been completed between the War and Navy Departments and the U. S. Office of Education for the training of uniformed forces by the vocational schools of the country. Where facilities are available and not needed for industrial training they may be used for the training of uniformed forces. This program operates on a reimbursement basis; namely, that the respective funds of either the War Department or the Navy Department are used to reimburse the United States Office of Education for any expenditure in connection with the training of the uniformed forces.

The actual operation of the training program, that is, the hiring of teachers, conduct of classes, and other related activities, is the responsibility within the State, of the respective State boards for vocational education in every State and territory and through the State board, of the local board of education. Each State has a State director of Vocational Training for War Production Workers who is the executive officer immediately in charge of the program. . . .

R. W. GREGORY

War Production Training for Out-of-School Rural and Non-Rural Persons

Since the beginning of this program on October 9, 1940, more than 34,000 courses have been approved and placed in operation. All of these courses were organized to operate for no less than 120 clock-hours of systematic instruction. These courses were organized and conducted in approximately 10,000 separate and distinct rural communities in the 48 States, Puerto Rico, and Hawaii. As of June 30, 1942, enrollments totaling 531,505 had been reported. Literally thousands of local tradesmen, mechanics, and craftsmen of all types and stature have participated in and become enthusiastic supporters of this program of training by virtue of their experience as teachers of these youth. From the old New England blacksmith who literally could pound a song out of his anvil to the extremely capable and highly trained public utilities engineer in California, they have gladly and willingly given of their time and their talents to the end that they have established once and for all the fact of a great and tremendous teacher resource which most of us in public secondary education have been wont to overlook. Not only have the youth come in growing numbers, not only has it been possible to find a powerful source of real teachers, but public secondary school administrators have grown most enthusiastic about this type of educational opportunity for a large segment of their rural population. . . .

There are approximately 6 million farms in the United States manned by at least 6 million farmers, and without question these farmers, if given time and tools, would easily attain most any production goals set for them; but time is short and the needs are great, and if the welfare of the Nation as far as available food is concerned is to be protected, these farmers in spite of the handicaps placed upon them must be brought to an increasingly high state of efficiency in the conduct of their immediate farming programs. As a consequence, the rural war production training program, still vitally concerned with tools, materials, and skilled hands, has broadened its purpose and its program to make increasingly effective an educational service to producing farmers.

Whereas during the past fiscal year local schools organized and conducted 21,866 courses in shop practice in which were enrolled something over 300,000 young men, it becomes increasingly evident that these same schools must at least triple their service to their respective communities during the current year. It is to be expected that no less than 60,000 intensive, systematic courses of instruction will be organized and conducted by local public secondary schools in 10 or 12 thousand rural communities during the next 10 months. Under the supervisory direction of almost 10,000 teachers of vocational agriculture, local farmers, crop-production specialists, food processors and handlers, marketing association representatives, and others from every agricultural rank and file of life will be called upon to teach in these courses. What has been done during the last 2 years, with and through the local tradesmen and mechanics, is now about to be done by and through the skilled farmer and rancher. Whereas courses of instruction in the program of the previous 2 years were of necessity organized and conducted in well-equipped shops and laboratories, literally

hundreds of "Food for Freedom" courses will be conducted in a systematic and orderly manner in schoolhouses, Grange halls, and even private homes far out in the country where other and more "schoolish" facilities do not exist.

RALL I. GRIGSBY

Pre-Induction Education

The schools of the Nation contribute to pre-induction training on three levels of specialization:

First is the foundational level. A war-enriched course in physics and mathematics will give excellent background for the specialized tasks of Army life. It will be effective preparation for continued specialization for those who go on to college. For many of the boys in and out of school, more specific fundamental courses are needed. A large variety of such courses are possible. However, critical shortages would indicate that the following courses of 1 semester each can make the greatest immediate contribution to the flow of trained manpower: Fundamentals of electricity, fundamentals of machines, and fundamentals of shopwork.

Second is the applied science level of specialization. Where time permits, a first level course can well be made a prerequisite. However, second level courses should be so designed that imminent inductees can enter upon them without preliminaries. Again, a wide variety of courses are possible and would prove useful. Yet, critical shortages point emphatically to the following courses of 2 semesters each as the greatest immediate needs: Fundamentals of radio, and Fundamentals of automotive mechanics.

Third is the vocational skill level of specialization. Our vocational and technical schools and many general secondary schools can offer pre-induction training on a third level. Among the many courses of this type which might be developed, the following would make a maximum immediate contribution to Army needs: Code practice and touch typing, Radio maintenance and repair, and Automotive mechanics.

JOHN J. SEIDEL

The Training of War Production Workers Under the Smith-Hughes and George-Deen Acts

The regular vocational program operating under the George-Deen and Smith-Hughes laws is not limited in time, as is the emergency program, nor is it limited in its scope of training. Too often we neglect to consider the breadth of the regular vocational training program in that it offers an educational service for pre-employment training and supplementary training for individuals interested in employment in the fields of agriculture, home economics, distributive education and trades and industries.

Courses in the regular program are designed for a training period of at least 1 year and, in many cases, operate for 3 or 4 years. They are not designed for specific single-skilled operator training. They are designed to train individuals for multi-skilled occupations. In other words, the trainees receive a broad, basic training which will enable those completing the course to enter into occupations which require a diversification of skills.

The real bottleneck in securing manpower at the present time is in the multi-skilled operations. While it is becoming increasingly difficult to secure single-skilled operators, it has always been difficult to secure well-qualified, all-round mechanics. The regular program of Vocational Education has, since its beginning, trained individuals for multi-skilled occupations. It is in this area that industry finds the greatest need at the present time, such as tool makers, well-trained machinists, electricians, and many other similarly highly skilled workers. . . .

The training of girls and women to replace men in industry and agriculture, as well as in business and service occupations is a major responsibility of vocational schools in the year ahead.

DRENG BJORNARAA

Activities of the U. S. Employment Service

Determining the demand for workers by war production industries presents a considerable problem, since it has been necessary to train additional technical staff whom employers would welcome into their shops to secure information on current and anticipated needs. However, this problem has been dwarfed by the immeasurably greater one of locating workers after demands have been secured. First, we must determine where this manpower is to come from and how, after locating sources, it may be sent where it is needed.

Having relied heretofore upon resources of our active files of applicants, which were soon exhausted, we had to find other sources which might be tapped. There are people who are not now, and may never have been, in the labor market. They include particularly large numbers of women who under normal conditions would not consider employment outside their homes. In addition to these there are the older workers who were not acceptable or who may have retired and would have remained in retirement under normal conditions. There are those (and this represents an enormous supply) who are at present employed in the less-essential civilian industries, some of whom will be released due to a curtailment of materials, and others of whom may be persuaded to leave less-essential industries to make their skills available to war industries. . . .

As more and more men are withdrawn from industries for active service, the demand for labor must be partly met by the increased employment of women. We need expect no handicap to production by this condition. Our experience during the first World War and the British experience during the current war point directly to that conclusion. For instance, in Britain women occupy about half of all jobs in the British aircraft industries, and they occupy 40 percent of all the jobs in tank manufacture, an industry heretofore considered as distinctly in man's sphere.

Another source that has only slightly been tapped is the various minority groups which were formerly discriminated against. In certain sections of our country where, due to stringency, employers have accepted workers in such groups, needless migration, housing shortages, and other problems common to a disorderly and unnecessary movement of labor have been avoided. Still

another way of solving the labor shortage problem—and one which has proved dependable—has been the conservation of manpower forced upon employers because of a shortage of workers; that is, job breakdowns, where possible, permitting lesser skilled individuals to perform integral parts on a mass-production basis, thus releasing the highly skilled workers for jobs not lending themselves to such treatment. Nor should we overlook the enormous increase in production effected by workers who have voluntarily accepted added responsibility through patriotic motives.

RICHARD R. BROWN

To achieve greater success in the war effort, secondary schools must assume an important role in developing a curriculum, coupled with sound guidance programs to insure adequate and practical pre-employment experience for young people who are to receive further training in skills in the plants themselves. Likewise, practically all of the on-the-job training requires related classroom instruction—a form of instruction that must be stripped of nonessentials, of vague theory, and of antiquated approaches. This related training must be streamlined, ultrapragmatic, and almost wholly adapted to the individual worker's personal wartime job. . . .

Today we are confronted with enthusiastic youth, imbued with patriotic fervor and subjected to war hysteria. Both high-school and college students are inclined to run to the nearest recruiting office or grab newly created war jobs which pay fat wages and require little in the way of experience. This Nation needs skilled men in the armed forces, in war production, and in the remnants of essential civilian production. This need will continue and may even increase when hostilities are over. Technical, trained "non-coms" will still be required in the military forces, and all-round skilled men are becoming increasingly essential to industry.

In short, secondary schools and colleges can and must help now in preparing youth for service—war or peace—military or civilian. They must depart from archaic textbooks, modernize their teaching techniques, and revamp their educational philosophies to meet today's demands and tomorrow's requirements. In the extracurricular aspects of education a splendid job is being done to shape youth's interests and give youth outlets compatible with the ever changing world in which they live. But within the curriculum itself, little has been done to relate what they read, what they study, and how they do it with the intriguing world of commandos, jeeps, spitfires, mosquito boats, production schedules and assembly lines.

The Army needs youth, the Navy needs them, and industry needs them, but all want them with every bit of practical training possible. The schools must afford the preservice training required. Military and industrial service should be recognized as a form of higher education—a postgraduate institution where high-school graduates and college students will obtain the required specialization, but an institution which won't have to duplicate elementary instruction; an institution into which youth enters with good work attitudes and habits fixed, with the speaking and writing and calculating skills thoroughly mastered, with the natural curiosity about the "why" of things unhampered, and with the urge "to do" a basic characteristic.

Problem 7.—How Shall Workers in the Food for Freedom Program Be Secured and Trained?

Officers of the symposium:

Chairman: VIERLING KERSEY, Superintendent of Schools, Los Angeles, Calif.

Vice Chairman: W. A. ROSS, Specialist in Subject Matter, Agricultural Education, U. S. Office of Education.

Reporter: FRANK W. LATHROP, Research Specialist, Agricultural Education, U. S. Office of Education.

Presentations:

W. T. SPANTON, Chief, Agricultural Education Service, U. S. Office of Education.

RAYMOND S. WARD, Farm Placement Section, U. S. Employment Service, Social Security Board.

GRANT MACKENZIE, British Embassy, Washington, D. C.

IRMA LINDHEIM, Volunteer Land Corps.

R. M. CULLUM, Labor Division, Farm Security Administration, U. S. Department of Agriculture.

Panel members:

J. H. PEARSON, Federal Agent for Agricultural Education, U. S. Office of Education.

E. W. BROOME, County Superintendent of Schools, Montgomery County, Md.

IRVIN SCHENK, National President, Future Farmers of America, Evansville, Ind.

HARRY V. GILSON, State Commissioner of Education, Augusta, Maine.

BEATRICE McCONNELL, Director, Industrial Division, Children's Bureau, U. S. Department of Labor.

DAVE MEEKER, Assistant Director of Agricultural War Relations, U. S. Department of Agriculture.

Summary of Discussion

The chairman stated in his introduction that "food is a first." Farmers are asked to do more and more with less and less. Raymond S. Ward of the U. S. Employment Service said that recent losses of farm laborers have approximated 335,000. In England, Grant MacKenzie of the British Embassy pointed out, the number of crop acres has been increased from 12 million to 18 million with less farm labor than ever before. We must do everything possible to increase the efficiency of the labor we have. Robert M. Cullum of the Farm

Security Administration, Mr. MacKenzie and others made valuable comments on this. Dave Meeker of the U. S. Department of Agriculture said that our farm labor problem will be far more serious each year until the end of the war because every eligible person will be needed in the armed forces and industry needs more men. Hence, young people from towns and cities who will volunteer for farm service are desperately needed.

Recruiting town and city youth for farm work.—The U. S. Office of Education has urged schools to encourage their students to relieve the labor shortage. Recruiting through the schools is common practice in England. F. F. A. chapters, like the one described by Irvin Schenk, National President, Future Farmers of America, at Evansville, Ind., are helping to recruit and train young farm laborers.

The U. S. Employment Service has now extended its facilities to nearly all of the rural areas and is laying particular stress on relieving farm labor shortage. The recruiting which has been done during the summer of 1942 has centered around the local offices of the U. S. Employment Service. Most of the recruiting agencies have been federalized, expanded, and included within the U. S. Employment Service. This makes possible effective interstate movements of farm labor. The U. S. Employment Service has not only integrated its own activities but is paying particular attention to cooperation with other agencies. There is a close relationship between this service and the public schools. Raymond S. Ward stressed the importance of advance indication of labor needs by farmers.

Training town and city youth for farm work.—Farm work may be classified under two headings. The first kind is specialized harvesting work which requires relatively little training. The other type is general farm work which requires considerable training. In many of the programs this year it has been noted that young men who have advance training in the work they undertake are much more successful. The Volunteer Land Corps has paid special attention to training. J. H. Pearson of the U. S. Office of Education pointed out that a training program should be started well in advance of the time when the boys begin their regular employment. In Ortonville, Minn., under the direction of the teacher of vocational agriculture, the young workers go out to the farms where they are about to be employed, beginning as early as February. Many of them spend week ends on these farms and thereby get not only training but physical preparation for the work. The point was brought out several times that physical preparation is very important. Young persons must be inducted into farm work gradually.

Locating town and city youth on farms as workers.—Mr. Ward pointed out the necessity of an advance knowledge of the needs for farm labor. Usually some sort of survey of needs is essential before recruiting can be effectively done. Agencies should always cooperate with the local offices of the U. S. Employment Service. One problem this year has been the selection of suitable farms on which to place young workers. Mrs. Irma Lindheim, a director of the Volunteer Land Corps, pointed out that the Volunteer Land Corps during the coming season will have local groups of farmers organized who will take the responsibility for placement of young persons on suitable farms. This practice suggests that employers must thoroughly understand using of young persons without previous

farm experience who are very often younger than the usual type of farm laborers employed.

Securing favorable working conditions for workers on a farm.—Mr. MacKenzie pointed out that children 12 years old and above may be employed on farms in England. In this country very few young persons below 14 years of age are employed; most of them are at least 15 and 16 years of age. It is essential that the working conditions of younger children be closely scrutinized and it is important that none of these young workers be exploited. This means that a maximum number of hours should be specified, that fair wages should be paid and that the work done by the young workers should not be beyond their strength or skill. Beatrice McConnell of the Children's Bureau pointed out the need for protecting young persons from the abuses which have been formerly associated with child labor.

Securing favorable living conditions for workers on a farm.—Young workers may be divided into three classes with respect to living conditions. The first group lives at home and is transported to work each day. The second group lives on the farms where the work is done. The third group lives in camps and is transported from the camps to the farms. Those in charge of the emergency labor program can have very little control over the living conditions of the first two groups. However, the community and those in charge of the program have a very definite responsibility in connection with the living conditions in camps. School facilities have been used very successfully as camps during this past season. E. W. Broome, County Superintendent of Schools, Montgomery County, Md., stated that the facilities in four of the Montgomery County high schools have been used as camps. Students usually sleep in the gymnasium and utilize the cafeteria and recreational facilities of these schools. School buses are used for transportation. A director is in charge of each camp and one of his duties is to keep the living conditions of the young workers at a high level. Particular attention must be paid to the morale of these workers. This means recreational programs and participation in appropriate community activities. The Volunteer Land Corps has enlisted the interest of leading citizens in the State of Vermont who, by encouragement and interest, have much effect in building morale.

Following up the young workers on the farms when they are located.—Several of the speakers expressed the importance of follow-up. The Volunteer Land Corps has special supervisors who are in contact with the young people on farms and the farmers. Their purpose is to adjust the young people to the farms. They have found, however, that one supervisor cannot follow up more than 50 to 60 young persons. It was pointed out that teachers of vocational agriculture are usually available for supervisory services. Harry V. Gilson, State Commissioner of Education, Maine, described how the teachers in Maine were supervising young persons. Mr. Broome stressed the importance of supervision and thought that the public should pay for it. In all possible cases the employer should be urged to supply a certain amount of supervision. Young persons without supervision are much less likely to succeed as farm workers.

Community organizations for relieving the labor shortage on farms.—Relieving labor shortage is not merely the problem of the farmer, it is a community problem. All appropriate agencies in a community should participate in the

solution of this problem. In Montgomery County, Md., the board of supervisors, the public schools, the Farm Bureau, the county war board, the department of health, and the local office of the U. S. Employment Service are all participating in a community program. It is essential that local agencies call in and utilize State and Federal agencies which can make contributions to the problem.

Using emergency farm workers to train and encourage new recruits from year to year.—It was pointed out particularly by Mrs. Lindheim that we need to utilize the experience and leadership of the young workers themselves in planning for the future development of these emergency labor programs. She stated that at the time of the symposium a meeting of 200 young persons was being held to review the experience of the past year and to plan for activities during the winter months which would contribute to the future development. The Volunteer Land Corps plans to have clubs in the high schools from which their workers are recruited. The purpose is to develop leadership on the part of some of these young people and to recruit new workers for the next year. It is planned to obtain a farm near New York City in order to hold meetings of the young persons in a farm environment and to utilize the training facilities on the farm.

Training workers to maintain equipment and to attain goals for needed agricultural products.—W. T. Spanton, Chief, Agricultural Education Service, U. S. Office of Education, described the Nation-wide program of farm-machinery repair which has been conducted in the shops maintained in connection with vocational agriculture departments. Not only young persons but also adult farmers are given instruction in farm-machinery repair and adjustment. During this next year it is estimated that at least two-thirds of the 6 million farms of the country will be reached either directly or indirectly through the Rural War Production Training Program.

Educational implications of the emergency farm labor program.—Those who are responsible for the education of young persons must always regard their welfare and development as important. The school administrator has considerable pressure upon him to shorten school terms so that young persons may harvest crops and do other farm work. Mr. Broome pointed out that farm work by young persons is not necessarily in conflict with education. It should be regarded as an opportunity to extend and vitalize education. Such experiences should be allied with the classroom instruction. However, unless we are careful, the young worker may be exploited beyond the point where he can get educational value from his experience.

The Volunteer Land Corps considers its program the possible nucleus of a back to the land movement which will bring to town and city young people the disciplines, appreciations, and health inherent in rural living. Some public-school administrators see the emergency farm labor program as the genesis of a broad program of work experience which will be integrated into the curriculum.

Recommendations.—The following recommendations were implied in the presentations of the speakers and the panel discussion.

1. The U. S. Employment Service should be utilized in every possible way.
2. The public school has a responsibility in the emergency farm labor program where its students are participating.

3. School facilities should be used to afford living quarters for young workers where needed.
4. Young workers should have training for their jobs.
5. Working conditions of young workers should be safeguarded.
6. The emergency farm labor program should be regarded as a community program with every appropriate agency participating.
7. Follow-up of young persons on the farms where they are working should be provided.
8. The services of teachers of vocational agriculture should be utilized in connection with pre-employment training, recruiting, follow-up on farms, and in other ways.
9. Efforts should be made to acquaint employers with the principles underlying the emergency farm labor program.
10. Emergency farm workers should be trained as supervisors, recruiters, and leaders during the school year.
11. Work experience should become an important and permanent part of the school curriculum.

Problem 8.—How and Where Shall We Obtain the Trained Personnel and Facilities Needed for Extending School Services to Children Whose Mothers or Parents Are Employed in Activities Related to the War Effort?

Questions raised for discussion:

1. What constitutes "extended school services," "trained personnel," and "needed facilities"?
2. How many trained persons are needed, how many are available, and how may the remaining number be secured?
3. What facilities are needed, what facilities are now available, and how may the remainder be secured?

The above questions were proposed in the light of the situation described in the statements which follow.

Officers of the symposium:

Chairman: GEORGE D. STODDARD, State Commissioner of Education, Albany, N. Y.

Vice Chairman: MARY LEEPER, Executive Secretary, Association for Childhood Education, Washington, D. C.

Reporter: LESTER K. ADE, Consultant, War Relocation Authority.

Presentations:

BESS GOODYKOONTZ, Assistant U. S. Commissioner of Education.

CHARLES I. SCHOTTLAND, Director, Day Care Section, Office of Defense Health and Welfare Services.

Panel members:

REV. JOSEPH A. GORHAM, Catholic Diocesan Representative, Philadelphia, Pa.

WARREN BOW, Superintendent of Schools, Detroit, Mich.

MARTHA L. CLIFFORD, Director, Bureau of Child Hygiene, Connecticut State Department of Health, Hartford, Conn.

MARY DABNEY DAVIS, Senior Specialist, Nursery-Kindergarten-Primary Education, U. S. Office of Education.

WILLIAM GREEN, President, American Federation of Labor, Washington, D. C.

CLAYTON C. JONES, Chief, Education and Recreation Section, Federal Housing Authority.

MADELEINE W. KIRKLAND, Head, Department of Home Economics, Howard University, Washington, D. C.

GRACE LANGDON, Chief, Child Protection Program, Work Projects Administration.

KATHERINE LENROOT, Chief, Children's Bureau, U. S. Department of Labor.

Mrs. EMMET C. STOPHER, Vice President, National Congress of Parents and Teachers, Kent, Ohio.

The Situation

Many school children are being locked out of homes until the parents return from work in the evening. Very young children are being locked in cars and in homes while the mother is at work. Teachers report the emergence of a group of children called "door key children" because they wear the door keys around their necks and must themselves open up the house when they return, since both parents are out. Reports from welfare agencies, departments of education, teachers, child welfare workers, defense councils, and other sources relate disrupting family situations that inevitably accompany the mass employment of women with children.

The War Manpower Commission, at its meeting on July 8, 1942, considered the entire problem of day care and approved the issuance of a directive by the director, Paul V. McNutt. This directive instructs the Office of Defense Health and Welfare Services to proceed with the development of an integrated and coordinated day-care program, to determine the areas in which day-care activities are needed, and to determine the segments of the program that will be carried by the various agencies.

Adequate protection of children of working mothers, according to a policy adopted by the U. S. Office of Education Wartime Commission on March 25, 1942, demands, among other things:

Cooperating with parents in maintaining children's morale and safeguarding their development.

Providing nursery school and kindergarten care for children under 6 as part of any plans for full-day care of children of working parents.
Providing educational and recreational facilities for all children in defense areas.
Expanding school facilities and services to supply lunches, summertime programs, supervised out-of-school play, and other recreation activities.
Adjusting school organization and programs to meet child and community needs.
Recognizing that good teaching is defense work.
Unifying the actions of schools with other community agencies.
Maintaining efficient teaching and administrative staffs.

Summary of Discussion

Needed personnel.—With respect to securing teachers, it was suggested that unplaced graduates of accredited professional schools for teachers be used. By giving high-school and college students in training practical experience, we can relieve the older trained worker who thereby can assume additional responsibilities for the program. Another source of teachers for the early childhood group is the women's colleges, especially those institutions that have good nursery school programs. Another suggestion was to train the personnel we need. Get them mainly from parent-teacher associations, from the secondary schools, from the colleges, and from the universities. Physicians and nurses are even more difficult to secure and thus more and more teachers must become aware of health problems. A mother is assigned to each block in the program of the Congress of Parents and Teachers. A sticker indicates that the home of the block mother is open to children when the children's own homes are closed.

Needed facilities.—Relative to securing needed facilities, present school and welfare buildings and equipment in every community should first be checked, using some of the facilities on double shifts, a procedure which will substantially reduce the need for additional facilities. Another suggestion was that, if necessary, acceptable types of makeshifts be used, drawing upon churches, lodge halls, vacated buildings, and other similar facilities in the community. The discussions with respect to securing Federal assistance indicated clearly the need for clean-cut information in making application for Lanham or other Government funds.

Local community organization.—It was repeatedly brought out by the speakers that a properly organized program must be planned in the local community. This means an over-all community plan and organization. This local over-all community group should include representatives of education, health, welfare, WPA, and any other local agencies concerned with this problem.

Needed counseling service.—Another vitally important matter is the fact that a very much needed counseling service should help to answer for each family such questions as: (1) Should the mother go to work at all? (2) If so, on what shift? (3) What arrangements should be made to care for her children? (4) How shall her household duties fit in with her hours of work? (5) Should provisions be made for working parents to eat with children at school? (6) Other similar questions.

Married women needed.—Most married women who do not have young children are working now. If the war goes on for a very long period, we shall make a tremendous demand upon women and a large number of these will be married women with children. Women who are readily available should first be brought into war industry. When married women with children are employed.

provision should be made to reduce to a minimum the disturbance of normal child development.

Compensation.—It is too much to ask any large group to sacrifice simply for the joy of doing. If war work pays well, gives workers reasonably good hours, and recognizes that they deserve a reasonable return in health, food, insurance, housing, and recreation for their efforts, better and more war work will follow. It is true that teachers are underpaid. They cannot be expected to serve solely as a patriotic endeavor. Emergency professional workers in education should be given the same consideration as is given to other war service appointees.

Digests of Presentations

BESS GOODYKOONTZ

Securing Personnel for Extended School Services

Among the many new problems growing out of the war and now facing our schools are those concerning the care of children whose mothers are working in war industries. There has been a rapid and steady increase of women, many of whom are mothers, employed in war plants. In certain areas their numbers are increasing more than in other areas. For example, in Pine Bluff, Ark., 266 women are now employed; within a short time there will be 1,500. In San Diego there are 10,000 women now employed; soon there will be 20,000. And so it goes in many communities all over America. These examples show the great need there is now and the even greater need there will be in the future for provision for the care of the children of women employed in war industries.

We have two principal groups of children for whom facilities will need to be provided: (1) babies and young children up to 5 or 6 years of age who need all-day care, and (2) children of school age who need a 12- or 14-hour schedule rather than the 5- or 6-hour regular school program now provided.

What are some of the types of services proposed and actually provided by many communities? In many communities there will need to be some form of home or foster home care for children below 2 years of age who need individual rather than group care. Even 3- and 4-year-olds may sometimes be taken care of in this way. Beginning with possibly the 2-year-olds and certainly for the 3-, 4-, and 5-year-olds, some sort of group care in nursery schools, play groups, and the like will be needed.

For the children of school age, certain schools have been designated in some communities as all-day schools. Schools normally have many facilities which could be made available for the activities of the longer day, such as libraries, gymnasiums, playgrounds, shops, art and craft rooms, moving pictures. The children's needs will have to be considered in determining their activities. For example, some children may need a rest period immediately following the regular school session, some the opportunity to be by themselves and engage in such activities as reading or merely watching. Some will want to work in the shops or art rooms, some will engage in active, organized play out of doors. Others may be especially interested in music.

There are serious problems in securing needed personnel. If the figures cited above are representative of conditions in the rest of the country and if the

anticipated increases in the number of employed women are realized, there will be a very great need for additional trained workers in nursery school education and for additional teachers, recreational workers, and other personnel to work with children of school age. Our present supply will not be adequate. In communities where services are most needed, there is already a shortage of teachers. Because there will be double school schedules in many communities, the shortage will be even more acute within the next few months.

It seems to me that, even if there is a shortage of teachers, we will have to choose those with good preparation for this type of informal program. In addition, we shall need to give other teachers the necessary training for working with individual and "deformalized" schedules for children. Otherwise we will have just "more hours of school" rather than a balanced, interesting, and helpful total school day.

Moreover, we shall need to have volunteer workers. Many communities will need to provide training courses for these. Some communities are already doing this. For example, the Women's Division of Georgia's Citizen Defense Committee reports that 12 women have been graduated from an 80-hour training course in child care, and 1 graduate is starting a course in her own community. In Nevada, classes in nursery school education for women and girls over 13 years of age are being directed by the State chairman of the National Association for Nursery Education.

Another group of possible volunteers comes from the high school. Many activities have already been started there. Home economics departments have given child-care courses in connection with their regular programs and are prepared to give additional work. In a national program which we are now developing for high-school boys and girls in order to give them opportunities for service in the Nation's war effort,¹ we are including a child-care section in which credit courses or short courses without credit will be offered. Everywhere there is a great interest on the part of adults and youth for training in this field. It is the responsibility of the schools to see that such training is provided in order that the children of working mothers may have the care they so gravely need.

CHARLES I. SCHOTTLAND

A Comprehensive Program for Day Care of Children and Its Relation to Manpower

You, who are on the firing line in the States and local communities, doubtless know the serious economic, social, and personal dislocations which have taken place in our country because of the war. The growth of boom towns, the shifting of population from one area to another, the development of trailer camps, priority unemployment, these and other things you know only too well. You are aware particularly that in many communities school facilities have been inadequate, schools have had to run double shifts, teachers have been leaving their positions to accept jobs in war industries; in short, the school faces a large number of serious problems. One of these problems relates to services for children of mothers who are employed.

The employment of women is not a new phenomenon in the United States, but the employment of a large number of women with young children is a situa-

¹ The "High-School Victory Corps," announced September 25, 1942.

tion which has not been characteristic in the United States. Employers on the whole have hesitated to employ women. Many large war industries are only now beginning to employ women and if the employment reaches the proportions that it has in Great Britain, the problem is going to become increasingly serious. Both Great Britain and Germany have had to employ women on a large scale and both have found that the employment of large numbers of women must of necessity involve the employment of women with children and that the employment of this group is dependent upon provision for the care of their children while they are at work.

Inasmuch as nearly all men in the employable age group are in the labor force or serving in the armed forces, the Bureau of Employment Security has pointed out that there are only two large sources of new workers (1) persons of working age attending school, and (2) women engaged in housework. Of these two groups, the women engaged in housework constitute by far the largest reserve.

It is inevitable that women are going to enter industry in increasing numbers. In many defense areas, women already constitute a large portion of the labor force. While the number of women employed in the aircraft industry is still relatively small, this number will increase when we consider the shortage of labor and the fact that in Great Britain women are doing 50 percent of the work in many aircraft plants. In Great Britain, also, women constitute as much as 90 percent of the labor force in some gun manufacturing plants. The demands of our Victory program will result in the utilization of women in this country on as great a scale as in Great Britain in many areas where labor shortages exist, and where it is practically impossible to bring into the area additional labor supply because of housing shortages and inadequate facilities such as schools, sanitary facilities, and others.

It is unnecessary to discuss with a group of teachers and educators the serious problems that arise when mothers go to work. These problems come before you in your daily tasks. Miss Goodykoontz has already pointed out some of the services the schools can perform in the community program which must be developed for children of working mothers. It is our firm conviction that a properly organized program must be planned in the *local* community.

First, it is necessary to make a survey of need and the resources available to meet that need. This involves determining the extent to which mothers are employed or are likely to be so employed in the future. A second step in developing a properly planned local program is the development of an over-all community plan and organization. One of the next steps in organizing a community program is to make available counseling service. Another step involves the formulation of program standards which will insure the fact that there will be available the best possible education, health, welfare, and related services. Also, a well-rounded community program will include a number of types of care and services for children of working mothers. These may be divided into two general groups: (1) Care in private homes; (2) Care in groups.

All of these programs are necessary if we are to meet the needs of America's working mothers. No one agency or no one program can claim a monopoly in the field of providing these services. Health departments have a vital stake

in any program which involves the protection of the health of children. The schools have primary responsibility in any activities which involve the use of schools and of educational methods and programs. Welfare departments are concerned with care of children through a variety of programs to strengthen family life. It is by organizing all of these programs and by organizing the local communities so that each plays its proper role that we can make the greatest contribution to this problem.

The War Manpower Commission authorized the issuance of a directive which provides for tying the program for children of working mothers to the entire question of labor supply. This directive provides that the Office of Defense Health and Welfare Services, under its general powers as coordinator of health and welfare activities of the Federal Government, shall coordinate and integrate the programs of a number of Federal agencies. These agencies are the U. S. Office of Education, which is interested in the development of all types of programs in which the schools play a part; the Children's Bureau, which has been interested in the development of a variety of programs in this field; the WPA, which has 6 million dollars of its recent appropriation earmarked for nursery schools and day nurseries; the Farm Security Administration, which operates nursery schools in connection with its mobile camps; the Federal Public Housing Authority, which is concerned with programs in its housing projects; the U. S. Employment Service, which is interested in this problem as related to its primary objective of filling the labor needs of our victory program; the Recreation Division of the Office of Defense Health and Welfare Services, which is interested in the extent to which recreation programs can be utilized in this field; the Bureau of Public Assistance, which is concerned with the relation of public assistance to mothers going to work; and a number of other agencies.

It is our hope that through the coordination of the activities of these agencies we may be able to offer to the country an integrated Federal program with various parts being carried on by autonomous Federal agencies and that through the integration of all the programs the Federal Government will be able to offer to States and localities: (1) funds through grants-in-aid to States with which to develop day-care programs, and WPA programs in this field; (2) advice and consultation service on various aspects of the day-care program; and (3) material and literature helpful in the organization of the program and its operation.

We are anticipating that funds will be made available for grants-in-aid to States. Such grants would be utilized for the establishment and extension of: (a) State leadership and supervision through staffs of State departments of public welfare and education; (b) local community planning and administration; (c) counseling service for mothers; (d) care in homes, including foster family day care and homemaker services; and (e) group activities including nursery schools, supervision before and after school hours, vacation and day camps, recreation activities, child-care centers, and other related services.

The problem is great. It is going to become greater and the schools must assume a major responsibility for meeting this problem. Schools must expand their programs, their hours, and the ages of children served and, in cooperation with other community agencies, take their place in the community program for the care of children of working mothers. By cooperative local, State and

Federal efforts we can all make our greatest contribution in preserving that which we are now defending—the children of this country.

SCHOOL VOLUNTEER WAR SERVICE

Problem 9.—How Shall State and Local School Systems Be Organized for Volunteer Wartime Services?

Officers of the symposium:

Chairman: JOHN W. BROOKER, Commissioner of Education, Frankfort, Ky.

Vice Chairman: FRANCIS S. CHASE, Secretary, Virginia Education Association, Richmond, Va.

Reporter: LEONARD POWER, Senior Specialist on School Facilities, U. S. Office of Education.

Presentations:

E. WARD IRELAND, State Department of Education, Hartford, Conn.

DAVID E. WEGLEIN, Superintendent of City Schools, Baltimore, Md.

BERTIE BACKUS, Principal, Alice Deal Junior High School, Washington, D. C.

Panel members:

JAMES CLARKE, Editor, Educational Division, War Savings Staff, U. S. Treasury Dept.

JAMES T. NICHOLSON, Vice Chairman in Charge of the Junior American Red Cross, Washington, D. C.

RAY L. HAUN, Supervisor of Southern Regions, General Salvage Section, Conservation Division, War Production Board.

GORDON BLACKWELL, Office of Civilian Defense.

JAMES N. BELL, Special Assistant Chief of Operations, Fuel Rationing Division, Office of Price Administration.

Summary of Discussion

As a result of the discussion there seemed to be general agreement as to the validity of the following principles:

1. The organization must give to the volunteer an understanding of the vital significance of his own contribution to the war effort as a whole. Insofar as

school children volunteers are concerned, this principle stresses the educational aspect of all participation. Furthermore, in a total war every act is seen as either a help or a hindrance to the total war effort and scope of services includes far more than specific wartime volunteer services.

2. The individual volunteer should be assigned to those kinds of services for which he is best fitted, making the fullest possible utilization of special abilities. The application of this principle would utilize the services of teacher volunteers primarily as teachers or trainers of civilian volunteers. This principle also implies the preparation of teaching supplies, courses of study, and certificates of completion as a primary responsibility of the agency to be served.

3. Boys and girls should be recruited for services outside of the school or home only upon receipt of the written approval of their parents.

4. Youth organizations concerned with the war effort should be under the control of the school authorities who must have a part in the formulation and initiation of plans to be carried out in all schools.

5. Generally speaking, first aid, airplane spotting, messenger service and related activities outside of the home or school should be treated as educational activities and not as a means of relieving the adult population of its responsibility in providing a service. There should be no exploitation of school children.

6. If children are assigned to specific functions, adequate supervision must be assured.

7. All matters relating to the educational program should clear through educational channels.

8. Recognition of meritorious service is important and should include more than distinctive insignia used to identify a particular type of service.

9. Special wartime services in the schools should, insofar as is possible, be integrated with the regular program of the schools. If this is done the problem of how to find time for all of the special demands upon the schools while carrying on the regular school program will be less difficult to solve.

10. On the State level, full utilization should be made of State Teachers Association personnel and facilities, working through the office of the chief State school officer.

Digests of Presentations

E. WARD IRELAND

Organization of War Services in Connecticut

1. *The Connecticut Wartime Planning Committee.*—The Administrative Council will become the central wartime planning committee. All policies or procedures relating to the wartime effort will first be presented to or initiated by this body. This includes programs operated directly by the State Board of Education. In all other programs the approval of the committee will be necessary for referral to the State-wide Committee on Education and Wartime Activities.

2. *The Connecticut State Committee on Education and Wartime Activities.*—The Committee on Education and Wartime Activities which was formed follow-

ing the declaration of war on December 8 will continue to act as the chief advisory body of the Department and the State Board of Education. Its specific functions will be as follows: (1) to act as an advisory body to the Department and to the State Board of Education in all matters relating to educational program and organization during the period of the war; (2) to provide a medium for the dissemination of information about the place of education in the wartime effort; (3) to discuss and to consider, and in instances to initiate for final consideration by the Board of Education, policies relating to the war effort and the school program; and (4) to identify problems as these may arise.

3. *Staff members assigned to special services.*—Members of the administrative staff of the Connecticut State Department of Education were assigned to special functions for the duration of the war. One member was assigned to relationship with the OPA or other agency concerned with consumer problems. Relationship with OCD and the State Defense Council was assigned to another member whose primary interest was in the field of protection of persons and property. Other selected fields of interests to which individuals were assigned include the following: (a) Relationship with the armed forces as these services relate to the high school, (b) training for employment in industry, (c) curriculum workshop devoted to the development of materials to be used in connection with wartime courses, or courses related to the war effort, (d) home and family living, (e) personnel problems in vocational schools, (f) health, physical education, and recreation activities, (g) Child Care Centers, child guidance laboratory, and parent institutes.

4. *Student organizations.*—(a) . . . No school child shall be assigned to messenger service or any other service of similar nature during the school hours or in the evening between 6 p. m. and 8 p. m. (b) The State and local boards of education remain the policy determining bodies with respect to the use of children and youth in defense activities. (c) . . . Many of the usual extra-curricular organizations of the school should give place to carefully planned war service organizations or the development of organizations substituting for the usual peacetime program. (d) All phases of war service should receive appropriate emphasis. The success of the total war effort should not be imperiled by overemphasis on some and neglect of other essential activities. (e) Each pupil should have the opportunity to render the service for which he is best fitted and which will make the largest contribution to the total war effort in terms of social security and total responsibility.

5. *Special State committees.*—A final aspect of State organization, selected for inclusion in a necessarily brief digest, is the system of committees set up in Connecticut for trade schools, teachers colleges, and secondary schools. A State-wide committee of five members was set up for each type of school. In charging these committees with their responsibilities they were instructed as follows:

(1) *Trade schools.*—It is obvious that many of the boys and girls now in trade schools will not enter industry. Their full-time training should proceed, but with increased emphasis on the war effort and the probable relationship with the type of service which they may enter. A more intimate relationship with other secondary schools should be secured through the coordinating committee on vocational education in order that more boys and girls in general may have the benefit of much of the preservice training required for this mechanistic war.

Courses directly related to the war effort should be developed in trade schools. A committee of five representatives of trade schools should be appointed to report within 2 weeks concerning the wartime program of the trade schools.

(2) *Teachers colleges.*—Teachers colleges are charged with the responsibility of producing teachers for the school system. In addition, each should become a center of service for the various areas of the State and centers for the production of materials. In order to expedite procedures, it is recommended that a committee of five from the teachers colleges devise a plan for teacher education during the war.

(3) *Secondary schools.*—The war will have its greatest impact upon the senior high school, particularly in grades 11 and 12. Because of the many recurring contingencies it is recommended that a committee of five representing secondary schools become a working committee to produce a program of action for the high schools of the State based on contributions available from the Association of Secondary School Principals, procedures in other States, together with the unique situation that confronts our own State.

DAVID E. WEGLEIN

Supt. David E. Weglein told how the Baltimore school system organized its teachers to teach 100,000 volunteers of the civilian defense organization of his city. The Baltimore plan of organization took form swiftly, and within 48 hours after Pearl Harbor was bombed, the superintendent of schools, as a member of the Baltimore Committee on Civilian Defense, was planning what the schools could do. That plan took for its chief purpose the training, through teaching, of civilian volunteers. Courses were organized. Volunteers were enrolled first from the teaching staff. More than 2,000 teachers volunteered, and 1,400 were trained in two groups of 700 each. All of this first group of volunteers gave up their Christmas holidays. Three weeks after Pearl Harbor they were teaching thousands of volunteers, and the work is continuous even though 25,000 civilians have already passed their tests and have received their certificates. This splendid record of accomplishment was in addition to the performance of the non-teaching services required for rationing.

BERTIE BACKUS

Why do children volunteer? For many reasons: partly because they want to break the monotony of routine; partly because they like the feeling of responsibility; chiefly, because they trust the principal to find something interesting and worth while to take the place of classroom activity for the moment. Organizing volunteer services in schools is not a big problem, but behind that is a problem of vital significance—how to make participation in “volunteer services for wartime” educational for children . . . how can the school discharge its responsibility to the children in a Nation at war?

Lt. Gen. Somervell stated at the opening session that this is a war requiring specialized training—that the Army faces an ever-increasing shortage of skilled men. Mr. Harper reminded us that all men now in colleges and secondary schools are destined for service in the armed forces. In the light of these two statements four questions present themselves to schools:

1. How can we better the job of directing the general growth and maturity of our students so that they may have the best possible foundation for specialized training?
2. How much specialized training can be added without jeopardizing the basic training for growth and maturity?
3. Where in the education of the individual should such specialized training begin?
4. What shall be our wartime contribution to the home front?

These are questions which school people themselves must answer, and they must be answered in the light of a sound philosophy of education.

Having reemphasized that the function of the school is to direct growth of children, let us here and now resolve that never again in the United States will a wholesale examination of physically fit and mentally sound adults turn up such a staggering number of illiterates. That is our disgrace. *The corrective program must be our volunteer war effort.* We must really teach those within our schools who resist learning. We must seek out in our communities all those who have hitherto eluded us and teach them.

Organize a community council in every neighborhood—councils that will define clearly the purposes and areas of participation for schools. A community that keeps its administrative and supervisory staff so busy organizing wartime services that schools must run themselves is inviting malnutrition far more serious than any vitamin deficiency yet discovered. The community council will make sure that the drive serves a valid need. The principal should have a seat at the planning table, to make sure that pupil participation is serving educational ends and not being used as a source of cheap labor. In all campaigns use the existing machinery of the school.

Problem 10.—How Shall the Colleges and Universities Assist the Army, the Navy, and the War Manpower Commission in Their Student Recruitment and Training Programs?

Questions raised for discussion:

1. How can colleges and universities be best utilized to insure a continuous and adequate flow of well-educated personnel?
2. Who shall determine quotas and how shall quotas be filled?
3. What types of training shall be provided?
4. What provision shall be made for selecting, checking, and "screening" students?
5. What controls, if any, shall be exercised by Federal authorities over the faculties and subject offerings, and over the selection and retention of students?

Officers of the symposium:

Chairman: FRANCIS F. BRADSHAW, Dean of Men, University of North Carolina, Chapel Hill, N. C.¹

Reporter: CHARLES K. MORSE, Senior Specialist in Higher Education, U. S. Office of Education.

¹The program for the symposium was arranged with the assistance of W. H. Cowley, President, Hamilton College, Clinton, N. Y. Dr. Cowley was unable to attend the symposium.

Presentations:

GOLDTHWAITE H. DORR, Special Assistant to the Secretary of War, War Department.

Lt. Col. EDWARD A. FITZPATRICK, Specialist, National Headquarters, Selective Service System.

Lt. Comdr. H. M. WILSON, Naval Officer Procurement Section, Bureau of Naval Personnel, Navy Department.

EDWARD C. ELLIOTT, Director, Professional and Technical Personnel Division, War Manpower Commission.

Panel members:

LEVERING TYSON, President, Muhlenberg College, Allentown, Pa.
M. R. TRABUE, Dean, College of Education, Pennsylvania State College, State College, Pa.

RAYMOND A. WALTERS, President, University of Cincinnati, Cincinnati, Ohio.

WILLIAM T. MIDDLEBROOK, Comptroller, University of Minnesota, Minneapolis, Minn.

Summary of Discussion

It was assumed that the war will be long and hard; that it will continue to be a technological struggle requiring large numbers of highly skilled personnel; and that all potential intellectual and leadership ability should be given the maximum training commensurate with the manpower needs of the Nation.

Since the entrance of the United States into total war, the colleges and the universities have been seeking suggestions and direction from the Government as to how they might best be utilized. No comprehensive plan has been adopted by the Government. It was urged that such directions be given soon. The facilities of higher education are available and capable of providing both basic and advanced training required for the war effort.

Plans for selecting, checking, and "screening" students have not yet been developed. No national policies with respect to controls over the higher institutions, nor with respect to a student corps, have been developed. No guarantees of continued deferment can be given students signing Army enlisted reserve contracts.

The medical profession and colleges of medicine have worked out a noteworthy form of self-direction leading to the preservation of a minimum staff, which is suggestive to other teaching groups.

Digests of Presentations

GOLDTHWAITE H. DORR

All able-bodied young men are destined for the armed services. Because of the international situation it is no longer possible for colleges and universities

to proceed as usual. Training given must be specific and definite. It must teach the young man how to fend for himself and for his country. Colleges are needed now to accept specific requests and assignments for training service men. Many institutions are already so engaged, and there will be many more. Many service students sent to institutions for specific training will possess educational preparation below the peacetime entrance requirements. Few such men will be permitted to stay in college long enough to graduate. Institutions are urged in spite of these facts to adopt all such students as their sons.

Civilian students coming to or continuing on a campus should be counseled to adjust their schedules to the end that they might at an early date be ready for service. Every boy of 20 or more, in college, is on furlough from active duty and should be preparing for definite service. Unless he is actively pursuing a course that will have direct service value, he should be reassigned.

Young men of service age cannot be permitted to remain in college longer than to prepare for specific assignments. Graduation in itself is not looked upon as necessary nor is it promised. Possibly, ways can be worked out for boys after the war to complete or supplement their schooling. At the end of the last war, efforts along this line were made during the demobilization period. Perhaps this time they can be earlier and better planned.

Young men in the Enlisted Reserve Corps must understand that their enlistment in the Corps is a contract with their country for service. They must understand that they may be called to active service by the Secretary of War at any time when in the opinion of the Secretary the situation warrants such action. All young men in college are on borrowed time.

Lt. Col. EDWARD A. FITZPATRICK

A more realistic form of Problem 10 would be: In what ways, to what extent, and for what purposes can the armed forces use the resources of the colleges and universities? There is no point in softening words. There is no use in holding out hope that the armed forces will be able to utilize all the institutions of higher learning during the war. Education as usual is senseless. Students cannot be allowed to take the usual programs under the regular teachers in even a slightly accelerated form. Some colleges and universities are already being used rather extensively for specific training by the various services participating in the war and undoubtedly others will be similarly utilized.

It is specific training that is needed now. Much of it will be subcollegiate in character. Time is of the essence and general education is a long-time concern. Higher institutions must not be havens for slackers. War-mindedness—universal war-mindedness—must be the outlook.

The resources of our higher institutions are twofold: (1) teachers; and (2) physical plant. Dormitories in wartime are important. The armed forces have shown a readiness to take over on contract many institutions that have had dormitories and excess educational facilities. They will undoubtedly take over others. Leisurely processes, academic routine, and futile lectures necessarily give way to real life motivation—genuine achievement tests within rather narrow range. Training rather than education is the objective now. For this reason, the Army and the Navy must conduct the training or at least direct it under rather definite specifications.

The training and skill of competent teachers must be utilized directly in the war effort. Whether their maximum service is at their college posts or in the armed services must be determined by the military situation. For the younger men the call to military service may take precedence over the utilization of their recently acquired skills.

Students are not resources of institutions. They are as much resources of the armed forces; they belong rather to the armed services. The only justification for leaving them in college is that their training there will eventually contribute more to the war effort than their services in the armed forces will contribute at this time.

It would seem axiomatic that the best training for officers in the armed forces can be given by the armed forces. Courage, fortitude, daring, and prudence are at least as likely to be developed in service as in a college. Neither semester hours nor degrees have any magic. Pre-induction training needs include skills and attitudes useful in the armed services. Every able-bodied college student is destined for, and must be hastened into, the armed forces.

Colleges can serve themselves and the Nation by keeping in contact with their students in the armed services by sending them school publications.

Those charged with the strategy of the war must indicate the national needs including whether an institution shall be used or not, for what it shall be used, what the nature of the personnel needs are, and what training individuals should have. Decisions must be dependent on war plans.

Lt. Comdr. H. M. WILSON

The Joint Army-Navy-Marine Corps-Coast Guard Procurement Committee, of which the speaker is Chairman, has recently held meetings throughout the country which were attended by representatives of practically all accredited colleges and junior colleges. The purpose of these meetings was twofold. The first was to acquaint the colleges with certain agreements between the Secretary of War and the Secretary of the Navy providing that the procurement of college students as officer candidates shall be on a joint cooperative basis as contrasted with the uncoordinated and somewhat competitive basis previously in effect. The second purpose of the meetings was to present to the educators, for their comment and suggestions, detailed proposals covering the actual mechanics for carrying out the broad objective.

The Committee was then reappointed as a permanent committee and directed to consider and take action on joint procurement problems that will certainly arise from day to day in connection with carrying out the entire plan. The Committee prepared a pamphlet covering opportunities for enlistment as officer candidates, offered by the several armed services to male college students enrolled in accredited colleges and junior colleges accepted by the Army and Navy. Advance copies of the pamphlet, including the parts that have been approved, have been mailed to the colleges. Additional sections, when printed and approved, will also be mailed to the colleges.

The sections of the Joint Factual Pamphlet covering the Navy plans contain several major changes, principally as follows:

All college freshmen and sophomores are now eligible for enlistment in Class V-1; and all juniors and seniors are now eligible for enlistment in Class

V-7; regardless of the particular dates on which they may have become freshmen, sophomores, juniors, or seniors; and regardless of whether they are physically qualified for general service or physically qualified only for special service. The educational requirements for the special service group have been tremendously broadened, to cover *all* classes of special service officers in the Navy.

The only change for Class V-5 was an administrative one, providing for original enlistment of candidates as aviation cadets instead of as seamen, second class, V-5. This administrative change eliminates the tremendous load of clerical work previously required to effect transfers from seamen, second class, to aviation cadets during the flight training period.

The only change in the Candidates' Class for commission in the Marine Corps was to eliminate the previous guarantee that should the exigencies of the war require enlistees to be called to active duty prior to graduation, at least 6 months' notice would be given. This change is not retroactive and applies only to future enlistments.

It has been definitely decided that there will be no separate Coast Guard plan. Instead, the Coast Guard will draw from the combined Class V-1 and V-7. Those enlisted therein, upon graduation, and at their own request, may transfer to the Coast Guard as Coast Guard Midshipmen for officer training, within quotas which will be prescribed.

EDWARD C. ELLIOTT

Programs of the War Manpower Commission already announced and yet to be implemented, must be carried out honestly, without failure, and without controversy.

The announced subject of this symposium, "How Shall the Colleges and Universities Assist the Army, the Navy, and the War Manpower Commission in *Their* Student Recruitment and Training Programs," seems to me to be somewhat ambiguous. Does the word "their" of the phrase "Their student recruitment and training programs" refer to the institutions or to the Army, Navy, and War Manpower Commission? It is here assumed that the programs of recruitment and training are those of the Army, Navy, and War Manpower Commission rather than the programs of recruitment and training of the institutions themselves.

It is further assumed that the programs already announced and later to be developed by the Army, the Navy, the War Manpower Commission, and other agencies engaged in the national war effort will be of such definitive and concrete nature as to enable the institutions to carry them out with a minimum of confusion, uncertainty, and controversy. In view of the grave urgencies of the war this is a difficult, though essential, condition if there is to be maximum effort and maximum contribution by the higher educational institutions of the country.

The colleges, universities, professional and technical schools can assist the Army, Navy, War Manpower Commission, etc., in the following ways:

1. By using every available means for promoting the physical fitness of students. Especially those students who must anticipate going to the armed service should be placed under an obligation to become pre-conditioned for the physical demands of the services. A similar obligation should rest upon all

other students, and, it may be added, upon all staff members. It may not be forgotten, as the war continues and the requisitions of the armed forces for physicians and dentists are met, that there is bound to be a very considerable reduction in the medical service available to the civilian population.

2. By causing each and every student to feel himself an active participant in the war effort; and to recognize that he has been detailed to an institution for some one of the forms of training required by the armed forces, for the war production industries, or for necessary public service. There can be no "all-out" war for the Nation unless there is an "all-out" war for the individual.

3. By advising and encouraging all students, sufficiently able-bodied to meet the standards for the armed forces, to enlist, to the maximum quota, in some one of the Student Enlisted Corps; and to lend all aid to those charged with the oversight of these units. Whatever may be the existing lacks and limitations of these Corps, let it not be said that they failed to fulfill expectations by reason of any acts of omission or commission on the part of the institutions.

4. By the development of courses of instruction calculated to make every student keenly conscious of the nature of the cause that the Nation has been called upon to defend; that we are partisans in a struggle of irreconcilable ideologies. Of all of the many characteristic institutions developed in our democratic civilization, those of education are put to the severest test by the war. Unless the students of our higher institutions possess a Crusader's faith and force for the defense of the American ideology, whence will come the leadership for such faith and force? It may be said that this is but a belated sentimental preachment. Be that as it may, it may not be denied that the confidence of a free people in their freest institutions, the colleges and universities, will be lost if in this hour of trial by the ordeal of world fire, these same colleges and universities may not be relied upon.

When making this brief summary there is a strong temptation to conclude by examining the subject of this symposium in reverse, and ask: "How Can the Army, Navy, and the War Manpower Commission Assist the Colleges and the Universities in Their Student Recruitment and Training Programs?" The war responsibilities of the higher educational institutions are not unilateral in nature. If we grant, as I think we must, that the armed forces have the first call upon the able-bodied men students of these institutions, then it follows that the representatives of the armed forces should exercise their influence to the end that those students not qualified for the Army, the Navy, and the Air Corps, shall become qualified for some one of the essential services required by the war production industries and by the agencies operating for the maintenance of civil life.

LEVERING TYSON

President Tyson agreed with representatives of the armed forces and yet said he was confused, as are other college officers, as to what to do or what to expect. He wished to know how wise utilization of the colleges might be attained. Colleges need specific instructions. Colleges have facilities and are ready to cooperate and contribute but need specific suggestions. Not to utilize physical facilities and trained staffs of colleges is waste.

M. R. TRABUE

All institutions wish to be told what to do, or to receive suggestions. Clarification of the college role in wartime is needed. Colleges are willing to train subcollegiate or even subhigh-school students if the service is requested in behalf of the war effort. Students need to be studied and counseled in terms of their gifted ability. Proper guidance and placement are good business.

RAYMOND A. WALTERS

Many colleges are bewildered and hurt. Colleges are most serious. They are not aloof. They are loyal to America and want to help; they are willing to do what they are asked to do. In research the colleges have been doing a splendid job. They are accelerating instruction but they need suggestions. The more that confusion arises, the more merit the old Student Army Training Corps of the last war seems to have possessed. The colleges ask to be commanded.

WILLIAM T. MIDDLEBROOK

Since January 1942, after spending more than half his time studying the problem in Washington and elsewhere in educational centers, Comptroller Middlebrook was convinced that there is no attitude of "College Work as Usual." On the other hand, he had found a willingness even to close institutions and turn entire college facilities over to the Government if such action would help in the war effort. The American colleges are cradles of freedom and should be jealously guarded as such. Is it democratic to permit only sons of the well-to-do to receive college training in wartime? The lack of direction to colleges has caused confusion. Some questions that need answering are: What courses should be emphasized? Why have not the Enlisted Reserve Corps been required to accept accelerated attendance? Why has no financial support either to colleges or students been given? Only 5 million dollars for student loans have been appropriated, when much more was requested and needed.

Problem 11. What Should Colleges, Universities and Libraries Do to Help Inform Campus and Community on Problems of Winning the War and the Peace?

Officers of the symposium:

Chairman: J. HILLIS MILLER, Associate Commissioner of Education and Coordinator of the 16 Key Centers of Information and Training for New York State, Albany, N. Y.

Vice Chairman: CHESTER S. WILLIAMS, Director of Adult and Civic Education, U. S. Office of Education.

Reporter: OLIVE L. SAWYER, Assistant to the Director of Adult and Civic Education, U. S. Office of Education.

Presentation:

ROBERT J. BLAKELY, Assistant to the Director of Domestic Operations, Office of War Information.

Panel members:

EDGAR DALE, Bureau of Motion Pictures, Office of War Information.

WILLIAM B. PHILLIPS, Bureau of Graphics and Publications, Office of War Information.

HARRIET ROOT, Bureau of Public Inquiries, Office of War Information.

ROBERT T. OLIVER, Speakers' Bureau, Office of Civilian Defense.

RUSSELL M. GRUMMAN, Director, University Extension Division, University of North Carolina, and Coordinator of University Center for Civilian Morale Service, Chapel Hill, N. C.

HERBERT C. HUNSAKER, Dean, Cleveland College, and head of the Key Center of Information and Training at Western Reserve University, on leave of absence to work as Head, Division of Community Services, Bureau of Special Operations, Office of War Information.

M. S. ROBERTSON, State Supervisor of Adult Education, and in charge of Civilian Morale Service, Louisiana Department of Education, Baton Rouge, La.

JOHN MACKENZIE CORY, Library Service Division, U. S. Office of Education.

Summary of Discussion

The Chairman opened the meeting with a short statement, in which he stressed the point that in critical times like these, "the institutions must not be allowed to go on in a careless and impotent routine," but must furnish leadership for both their immediate and their larger constituency. As the Very Reverend Dean Inge has said of the universities, "Theirs . . . is a priesthood, with the responsibilities of a teaching class, and the willingness to suffer for speaking the truth, rather than that the truth should suffer for want of their speaking."

Institutions of higher learning should make an assessment of their present situation and special function in this time of bewilderment, frustration and danger, and should pool their wisdom for the winning of the war and the shaping of future policies. If they do not assume the responsibility for doing some of the thinking during this war, it is not clear what group of people can be called upon to do it. Politicians, statesmen, Government representatives, and Army and Navy officers haven't time. Unless the institutions of higher learning do it, we may not be ready for the peace.

In discussing the practical ways by which these institutions can inform the community about the problems of winning the war and the peace, we should think in these larger terms of the function of institutions of higher learning in reconstructing the world, and in preparing for the possible changes to follow the war.

Mr. Blakely pointed out that one of the distinctive features of democratic society is the reliance upon voluntary efforts, and that voluntary participation in democratic activities tends to provide that sense of personal stake in victory which is essential to all-out effort.

Many of the agencies and departments of the Government have been feeding the newspapers, radio, etc., with information, in some cases actually contradictory, in others apparently so, and have been asking individuals and institutions to do many different things at the same time. Some institutions have been beleaguered by so many agencies that they cannot begin to undertake what is asked of them.

It is now the responsibility of the Office of War Information to coordinate the efforts of all the different Government agencies trying to inform the people, as well as to deal with the over-all problems of *meaning*.¹ We are at present wrestling with the problem of reorganizing the different channels through which information is put out, so that they can be used properly, and so that the consumer of information will be protected from confusion. The different agencies must get together, must tie their information together so that the emphasis is now on this and now on that, and must adapt their materials to the various audiences they are trying to reach.

Schools, colleges, and libraries should get and use the materials the Government now has to give, and should criticize them so that those in Washington will know whether they are putting out enough, whether they are meeting local needs, etc.

Educators should relate specific information to the general situation. People must understand the relation of the campaigns for scrap and for selling bonds, the rationing program, the question of taxation, etc., to the threat of inflation. They must see the relation between the draft on the Army side, and the lack of the draft on the civilian side, and the relation of the question of drafting 18-year-olds to the problem of drafting married men.

Educators must also explain and interpret. They must see that people comprehend the global nature of this war, and that they understand what is happening as the war goes on, in terms of the peace to be.

We must use the procedures of persuasion and analysis, so that we can give depth and endurance to the information we give out. We must not push off questions, for the only unity worth while will be based on people agreeing after full investigation of differences.

¹ The Office of War Information was created in June by an Executive Order of the President which authorizes the Director of War Information: (a) to formulate and carry out information programs designed to facilitate the development of an informed and intelligent understanding, at home and abroad, of the status and progress of the war effort and of the war policies, activities, and aims of the Government; (b) to coordinate the war informational activities of all Federal departments and agencies; (c) to issue directives concerning war information which shall be binding upon the several Federal departments and agencies.

During the question period which followed, the main subjects of discussion were as follows:

1. *The extent to which the colleges and libraries are dependent on Government materials.*—Mr. Grumman and Mr. Miller both emphasized that while certain types of information must come from the Government during the war, institutions of higher learning must not feel that they cannot do anything without Federal help. Libraries are already full of background materials about the causes of the war, and many publishers are putting out excellent books and pamphlets about the possible peace. Miss Root indicated some of the ways Government materials had been reprocessed by colleges, universities and libraries, and expressed the hope that more materials would soon be available for these groups. Mr. Blakely said the OWI is planning to get out some materials which will digest questions, and give the arguments pro and con. Mr. Phillips described the functions of the Bureau of Graphics and Publications and some of its problems of distribution, and mentioned particularly the possibility of the local development of posters.

2. *The special responsibilities of libraries.*—Julia Wright Merrill of the American Library Association said that the library has a responsibility for stimulating people which goes far beyond the giving of information when it is asked. It has an unusual opportunity to inform and unify public sentiment, and uses many methods of arousing interest, including displays, exhibits, discussion groups, film forums, and newspapers, and radio publicity. It not only serves as a war information center, but provides technical material on war industries for both the technical expert and the industrial worker or apprentice, and so aids in war production. Through its guidance program it helps to build morale, particularly among young people; and it encourages participation in such war activities as the Victory Book Campaign, Victory Gardens, and scrap collections.

3. *The difficulty of getting information into the smaller communities.*—Bookmobiles were suggested as useful in this connection, and the possibility of using the bookmobiles for the showing of simple films. Dr. Dale reported that the Bureau of Motion Pictures is now sending out five reels each month, 400 prints of each. Since there are 150 distributors scattered over the country, it should be possible for any group having the necessary equipment to get the films easily and regularly. A complete list of those available, together with a list of the distributors, has been issued.²

4. *Small discussion groups.*—Dr. Robertson said that in Louisiana the State Department of Education, in connection with the library information service, has sponsored a series of small community forums throughout the State during the last several months. Superintendents of schools have been encouraged to organize Public Affairs Committees in the different parishes, and both principals and superintendents are taking an interest in building up small discussion groups. In Shreveport, for instance, the Assistant Superintendent listed volunteer speakers and the subjects they were willing to discuss, and then made the lists available to the principals of the schools and the local forum committees. In this way the Assistant Superintendent's office acted as a sort of clearing house, bringing together the volunteer forum leaders and the committees. Dr. Robertson thought these groups would appreciate more leadership from Washington

² *A List of U. S. War Films*, issued August 1942, available from the Bureau of Motion Pictures, Office of War Information, Washington, D. C.

as to what they should discuss, but mentioned the present difficulties in view of the lack of money and of tires.

Mr. Oliver announced that the OCD is expecting to set up local speakers' bureaus to schedule 100,000 war speakers, and will get out a weekly publication to be entitled *The Local Speaker* which will tell the speaker what he is to do. The institutions of higher learning can be of great help in this program through their war information centers, through furnishing local leadership in setting up the speakers' bureaus, and by offering faculty members and students as speakers.

5. *The extent to which colleges and universities other than Key Centers have participated in the program initiated by the School and College Civilian Morale Service of the U. S. Office of Education.*—Mr. Miller questioned whether the Key Centers had succeeded in cooperating to any large degree with the other institutions in their service areas, and whether it would not be wiser, especially in view of the tire situation, to have the Office of Education deal directly with each institution of higher learning.

Mr. Williams explained that part of the original idea was that while certain materials could be made available to all colleges and universities, others could not, and that it would be a good idea to have a given number of places where copies of materials which were limited could be placed, and to which others might look for information. This would provide the basis for arranging circulating displays, etc. Dr. Cory thought it was difficult for people out in the field to realize that there could be only 150 copies of a document available. Mr. Williams said the number 150 was arbitrarily chosen when it appeared that some of the private publishers who were approached indicated that they could not make more than that number of copies available free.

6. *Training of leaders.*—Dean Hunsaker stressed the importance of leadership training, and its relation to discussion in small communities. At Western Reserve a 1-week leadership training institute was held. Local leaders could be trained, but not in too short a time, and greater attention must be given to the selection of the leaders. Mr. Miller said that in training leaders for youth councils in New York State, the training was given over a period of 6 week ends.

7. *Various media of adult education.*—Mr. Grumman spoke of the variety of methods of reaching the adult population: Campus broadcasting systems, public forum programs, contacts through faculty members as speakers, extension library services, planning and conducting short courses, etc.

8. *The printed word vs. word of mouth.*—Prof. L. A. Mander, of the University of Washington, raised the question whether there was not a danger that so much would be printed that little would be read. Printed materials in the present situation are not enough. At the University of Washington a large decline in enrollment is expected this coming year, and this makes it possible to release some faculty members to do full-time work out over the State. They will travel to the communities, and will see that the work is done by whatever means seem most appropriate to the needs they find. The time is more than ripe for every university to have an effective branch dealing with the whole problem of community enlightenment about the war and the post-war world.

Mr. Williams summarized the discussion. He thought it advantageous insofar as possible to approach the people through their own institutions, which they had long before this war began. In setting up the School and College Civil-

ian Morale Service, the Office of Education had two ideas: First, it was hoped that the colleges and universities and libraries and schools would help to clarify America's mind, and thus would contribute to saving America in this crisis; second, that in this war in which education, in the sense of the right of free inquiry, is at stake, it was hoped that the common people would help to save the universities. Unless there is that fraternalism, it may be quite easy for a demagogue to go to the people, and to use education as a scapegoat.

WILBUR SCHRAMM

A Statement from the Office of War Information prepared on the basis of the Symposium Discussion

The Office of War Information was set up to coordinate Federal information concerning the war effort. Its job is to see that what all the Federal agencies tell you about the war makes an accurate, coherent, appropriate, and effective pattern which will develop "an informed and intelligent understanding, at home and abroad, of the status and progress of the war effort and of the war policies, activities, and aims of the Government." Those are formal words, Government words. Elmer Davis gave a simpler explanation when he took office as Director: "This is a people's war, and to win it the people should know as much about it as they can. This Office will do its best to tell the truth and nothing but the truth, both at home and abroad. Military information that will aid the enemy must be withheld; but within that limitation we shall try to give the people a clear, complete, and accurate picture."

The Office of War Information realizes keenly that a free and uncensored educational system is one medium of information which, above almost all others, distinguishes a democracy from a fascist state. Therefore, it has set up, under the general direction of Dr. Lyman Bryson, a Division of Community Services—to be concerned with adult and civic education—and a Division of School and College Services.

These educational divisions are intended to be attorneys for all the educators, school systems, and students in the country, in the matter of securing war information. As such attorneys, our first concern is to see that you get the Federal information you need to do your wartime job and to prepare for your peacetime job, that you get it on time, that you get it in usable form, and that it comes to you, so far as possible, through one quick, direct channel, rather than through a dozen assorted and spasmodic ones. Our second concern is to see that you are not "swamped" with material; that you do not have to deal with representatives of too many Federal agencies, each one wishing to use the full time and facilities of your school; that you are not expected, in the same week, to put on a bond drive, a salvage campaign, a civilian defense rally, and a United Nations festival; that you do not find within your community a half dozen different groups or agencies, each one feeling that it has a mandate to monopolize the community's program of adult education. That sort of thing is wasteful, ineffective. Here in Washington we expect to gather the agencies interested in dealing with the schools into a war council, in which we can plan together, divide up jobs, divide up time, work in full knowledge of what else is being done, decide upon channels, make the Federal war information you will receive into a reasoned pattern rather than a crazy quilt.

That kind of service you have a right to expect from us, and if you do not receive it you have not only the right, but the duty, to complain.

In return, you have the responsibility of using that information. Every college, every school, every library in the country has the wartime obligation to be a center of war information. Perhaps

we have expected rather too much of 140 "key" centers, too little of the other thousands of centers. You are all key centers in the sense that you are a key to America's understanding of this war—what we are fighting for, what we must do to win, what we must know and do in order not to lose the peace. You are the keys to the situation because your brand of information is so durable. What you teach will still have an influence on international relations when the youngest students now in school are casting their first ballots in 1960.

Let me suggest a kind of minimum check-list for colleges: Is your own campus being adequately informed by means of courses, forums, discussion groups, lectures? Is your library well stocked with usable war information? Have you organized a speakers' bureau, or at least have you listed your best speakers, faculty and student, with the community speakers' bureau? Are your special facilities for communication—radio, extension service, visual education service, and the others—carrying the message that Americans around you need to hear? Have you canvassed your facilities for carrying your program to the community by means of adult education classes, discussion groups, leadership training institutes, lectures, a more easily usable library?

Public librarians, long counselors to their communities on reading habits, must ask themselves such wartime questions as these: Are you being more than book-keepers? Do you have on your shelves the necessary books, magazines, and pamphlets to inform your community, and are you displaying them in such a way as to make them available and attractive, to indicate their relative pertinence, and to call them to the attention of the persons who most need them? Have you equipped your reading rooms with maps, with open shelves arranged in terms of current problems, so as to make them in the best sense reference rooms and study rooms in which persons of all ages can learn about the war and their parts in it?

School administrators and teachers, guardians in this crisis of nearly 30 million minds, must ask themselves: Are you informing those minds, directing and filtering the information as you so well know how to do, to suit ages, needs, and training? Are you preparing your older students to fight the war, all your students to live in the peace? Is yours a "lighted schoolhouse" for the community's war meetings, discussion groups, lectures, forums, demonstrations?

We have a job of coordination here; you have a job of coordination in your communities. The fact that there will be an extensive program of discussion groups and speakers' bureaus organized through defense councils everywhere in the country does not mean that your colleges, schools, and libraries should give over their interest in those areas of adult education. Neither does it mean that in every community you and the defense council should race to corner the market, building up rival systems. It means that you must combine your strengths into a genuine community program. In Washington, the U. S. Office of Education, the Office of War Information, and the Office of Civilian Defense will plan together. In the community you and the defense council will work together. You will furnish many of the materials, many of the speakers and leaders, practically all the training courses and institutes to prepare speakers and leaders. In some communities you will have to assume also much of the responsibility for organization. Everywhere there will be enough work for everybody.

The Office of War Information is asking you to be centers of war information, not centers of propaganda. We do not want to play Goebbels, nor to have you play the Nazi school system. We hope that you will prepare an ever larger proportion of your own materials, to fit your local needs. We shall send you many materials in the form of questions and arguments pro and con, so as to encourage free inquiry, discussion, and investigation. We must not push off questions. The only school, community, or national unity worth having is based on people freely examining and weighing evidence, and arriving at agreement on basic issues, not on the forbidding of disagreement nor on the failure to investigate differences of opinion or information. We are interested, as you are, in arriving at facts and truth, and we firmly believe, as educators have always believed, that the truth can make us free.

**Problem 12.—What Part Should the Schools and Colleges
Play in Community Organization for the
Training of Workers in Civilian Defense?**

Officers of the symposium:

Chairman: FRANCIS B. HAAS, Superintendent of Public Instruction, State Department of Public Instruction, Harrisburg, Pa.

Vice Chairman: MURIEL W. BROWN, Consultant in Family Life Education, U. S. Office of Education.

Reporter: HAROLD E. SNYDER, Commission on Teacher Education, American Council on Education, Washington, D. C.

Presentations:

HOWARD Y. McCLUSKY, Associate to the Assistant Director in charge of Civilian Mobilization, Office of Civilian Defense.

MARGARET MEAD, Executive Secretary, Committee on Food Habits, National Research Council, Washington, D. C.

Panel members:

DEAN H. MCCOY, Executive Secretary, Adult Education Council, Denver, Colo.

W. EARL ARMSTRONG, Commission on Teacher Education, American Council on Education, Washington, D. C.

KATHERINE BAIN, Children's Bureau, U. S. Department of Labor.

E. L. BOWSHER, Superintendent of Schools, Toledo, Ohio.

C. M. DERRYBERRY, Specialist in Health Education, U. S. Public Health Service.

Mrs. P. B. DIGBY, Vice President, National Congress of Parents and Teachers, Pittsburgh, Pa.

WINIFRED FISHER, Secretary, Adult Education Council, New York City.

HARVEY W. GENSKOW, Director, Shorewood Opportunity School, Shorewood, Minn.

C. L. GREIBER, Secretary, State Board of Vocational and Adult Education, Madison, Wis.

LESLIE HARDY, Director of Adult Education, University of Akron, Akron, Ohio.

KENNETH HEATON, Professor of Education, Northwestern University, Evanston, Ill. Consultant to the Office of Civilian Defense.

FRANK LLOYD, Recreation Division, Office of Defense, Health, and Welfare Services.

H. W. NISONGER, School of Education, Ohio State University, Columbus, Ohio.

WILLIAM R. ODELL, Assistant Superintendent of Schools, Oakland, Calif.

HAROLD E. POMEROY, Assistant Director, Disaster Relief Department, American Red Cross.

MARJORIE VAUGHN, Nutrition Division, Office of Defense, Health, and Welfare Services.

Summary of Discussion

The discussion centered chiefly about two problems: (1) the extent to which the Federal Government should try to direct local programs of training for civilian defense, and (2) the responsibilities of Defense Councils, schools, colleges, and other agencies in relation to the training programs.

Discussion of the first problem brought out the following points:

1. The gravity of the present situation makes it necessary for the Federal Government to point out major civilian defense objectives, and to suggest ways in which local and State agencies may work together for their accomplishment. However, the ultimate success of the war programs depends upon the initiative and ingenuity shown by localities in adapting Federal suggestions to their special needs, conditions, and possibilities.

2. The block plan of organization may be thought of as a two way system whereby (1) information can be conveyed quickly from the Federal level to every family in every locality, and (2) local needs and problems can be reported to Federal authorities and can thereby influence national policy. As community, State, and Federal agencies learn to work together on problems of common concern, there should develop a steadily increasing relationship between planning done locally and action taken in Washington.

3. Government representatives working in communities should make a special effort to clear with each other and to discover the appropriate local channels through which to work.

4. The training of workers for civilian defense is a special problem confronting each community, rather than a uniform national program. Certain general suggestions are worked out on a national basis. Clarification and some coordination are necessary on the State level. However, final responsibility for identifying needs and working out detailed solutions rests with the community and depends upon local initiative and local resources. We must become expert in adapting governmental services at the local level and in seeing that they are coordinated there, and must educate ourselves in the proper use of nongovernmental supplements to governmental services.

The following points were made in relation to the second problem:

1. The local defense council is, by agreement, and by law, the over-all planning group for making needed adjustments at the community level.

2. Where defense councils are well organized, and working well, schools and colleges are an important resource in defense training programs, and are commonly assigned major responsibility for leadership in the development of training plans. For example:

In Denver, Colo., the schools furnish trained coordinators for such training programs as protection, nutrition, and child care.

In Toledo, Ohio, there is an Education Committee of the Defense Council which coordinates and clears all training plans.

3. Where defense councils are not yet functioning adequately, schools and colleges can take the initiative in developing good local training programs. They can offer their training facilities to the Defense Council.¹

4. One of the major contributions schools and colleges have to make is a knowledge of how to teach, particularly of good practice in adult education. This applies even in training for protective services (firemen, air-raid wardens, etc.). Costly mistakes have occurred when no provision has been made for sound educational advice from the beginning of training projects. For example, one State handicapped its training program for protection by depending chiefly upon police and firemen for its first training schools. These men knew their specialties but did not know how to teach others when they returned to their communities. Now the instructors sent to these training centers are largely teachers.

5. When the block plan of organization is instituted in a community, a parallel program may be instituted in the schools.

6. National programs affecting the schools should be cleared through the U. S. Office of Education and State departments of education before being proposed to local school systems. (Resolution).

Whenever possible such programs should be tried out experimentally in a few local situations before being recommended to all school systems.

7. School people should decide how they will cooperate with the various war programs. It is usually unwise to set up organization before function is defined.

8. Efforts of all agencies involved in training programs at Federal, State, and local levels need to be coordinated. Schools and colleges can exert valuable leadership in this coordination.

9. There is still need for schools and colleges to be taken more deliberately into the total war picture. They do not yet always have opportunities to serve in ways commensurate with their potential contribution. The role of educational institutions in the war effort should be clarified all along the line. Suggestions issued by Federal agencies should include specific mention of schools and colleges as a leadership resource in every community. (Resolution.)

The meeting closed with the following statement by Howard Y. McClusky:

The prospect for the future is one of increasingly strong national leadership and of increased centralization of American life and Government. School and college people should adjust their thinking to this prospect and take steps to meet it. It is of crucial importance that nongovernmental agencies continue to

¹ See *Colleges and Universities in the Defense Training Program*, Office of Civilian Defense.

supplement Government services. At this point the schools have a particular contribution to make. Educational leaders of the future will need to be experts in the field of public administration, if schools and colleges are to have their rightful share in the framing of public policy and if they are to accept the broad community responsibilities which they will be asked to undertake. Safeguards should be set up to prevent Federal leadership from overemphasizing *production*—the getting of quick results—at the expense of the *democratic process*. The inevitable trend toward centralization can and must be converted into an instrument of democracy. In this transition period our schools and colleges have a leading part to play.

Digests of Presentations

HOWARD Y. McCLUSKY

The Problem as It Looks to the Office of Civilian Defense

The demand for manpower by the military and production phases of the war effort has created such a drain upon the resources of the Nation that it is necessary to use every human resource to carry on the many essential jobs of civilian defense on the home front. This means combing the population for every possible leader in civilian defense and also means the necessity of developing programs of training in order that the talents of the leaders shall be put to the most effective use.

First: What are the jobs of civilian defense? These are listed in the defense corps manual and the citizens service corps handbook. An examination of this list will reveal its inclusiveness.

Second: Who are the training leaders? The training leaders may be found in almost any occupation in the community. For the most part, they are persons with specialties developed in connection with their regular jobs or persons who are distinguished for some avocation. They are not concentrated in any one agency or occupation, but are more likely to be found in those agencies requiring trained leadership and specialized experience, such as hospitals, schools, departments of city and community government, newspaper offices, and so on. Other potential leaders have retired from some active pursuit in which they were formerly trained or experienced.

Third: Will these leaders be ready to train defense workers? In general, the answer is "No," indicating the necessity for conversion and refresher training in order that people may be equipped to handle the specific jobs of civilian defense.

Fourth: Where can they get this training? They can get the training in a number of different places. Since the leadership and the opportunity for training are scattered, it is necessary to bring the total training need to the attention of a community and to match it with the training resources of a community. This requires an inventory of jobs and an equally thorough inventory of personnel, and close coordination to avoid duplication, confusion, and neglect and promote effectiveness.

What is the role of the school? Historically, the major job of the school has been to train children from the ages of approximately 6 to 16. Just now,

because of the difficulties in maintaining the teaching staff, the school is already feeling the stress of the emergency. Most school officials will probably tell you that they have already reached the limit of their resources. Moreover, the training of defense workers is essentially one of adult education and the school has traditionally dealt more with children than with adults. On the other hand, the school does have space, equipment, and trained personnel, and, while facilities are not always adequate, they are more readily available than those of any other single agency.

The schools can obviously contribute to the training of defense workers. But the question raised by the topic of this symposium is, to what extent should they organize the community for training workers?

Before answering that question, let us examine briefly the structure and purposes of the defense council. The defense council is the official machinery set up by law and executive order to coordinate the program of civilian defense on the home front. It is concerned mainly on the one hand with problems of protecting property and life against violence and destruction, and on the other hand concerned with the development of many community war services in order to maintain the vitality and morale of the people on behalf of the vigorous prosecution of the war. The defense council, on both the State and local levels, is essentially autonomous and outside the administrative authority of the national regional Office of Civilian Defense.

The defense council depends essentially upon the services of volunteers and, while it may set up machinery to operate programs of its own, it is committed to the procedure of depending, wherever possible, upon the machinery and resources of an existing governmental and nongovernmental agency that may have a contribution to make to defense jobs on the home front. If the job to be done can be handled by an existing agency or group of agencies, it seems wiser to have the job assigned to those agencies than to have the defense council go to the vast expense of time and effort and money to set up duplicating machinery. The defense council's main job is that of assignment and coordination, but it may create operating machinery wherever a job needs to be done and there is no existing machinery to do the job.

We are now ready to consider the issue embodied in the statement of the topic of this symposium. The responsibility for the organization of community to train defense workers rests primarily on the defense council. This does not mean, as already indicated, that the defense council trains the workers, but through its volunteer offices it may locate the workers and the jobs to be done. It should assign the job of training to those agencies best able to assume such an assignment.

On the other hand, if the defense council does not effectively assume this responsibility, what then should be the attitude of the school and other agencies in the community concerned with training?

In my judgment, when an agency or a person has a demonstrated contribution to make to the defense effort, and that contribution is not being made, especially through lack of appropriate solicitation by the proper authorities, he has a right and duty to make the possibility of that contribution known to the proper authorities. As a matter of fact, he may actually have an educational duty in educating the proper authorities as to the nature of the job and his

capacity and others like him to do that job. The only reservation that I would make is that in all instances he should submit his plans and secure the approval of the appropriate coordinating authorities before he goes into operation. Under the present emergency, that authority rests with the defense council. On the other hand, if the defense council does not exist or is wholly inadequate or unresponsive, and a training need and resources exist and remain only to be matched or brought together, it might legitimately be the responsibility of some agency in the community to take the initiative in bringing about the kind of coordination and utilization of resources that the defense council is supposed to produce.

To summarize, it is generally agreed that some kind of organization of resources is needed to eliminate confusion, neglect, and duplication of effort, and to make the most effective use of the resources for the big job that lies ahead. The defense council is the constituted machinery for this coordination. If this coordination, however, is not secured through the usual machinery, the other machinery should be used, and in these machineries, it seems to me, the schools would occupy an important place.

MARGARET MEAD

The Problem of Training the Volunteer as Seen From the Standpoint of the Operating Agency

Each community faces a twofold problem, how to organize so that programs will reach every single member of the community—a task, for which block leader and neighborhood leader programs are being developed—and how to get to every member of the community special types of technical information on such matters as fire fighting, nutrition, price control, salvage, food rationing, child care, etc. To solve this second problem, individuals must be trained to serve as links between the available technical staffs, agency officials, teachers, professionally trained persons, and the block or neighborhood leader. To supply this link, it is necessary to provide modified technical training for volunteers who will be able to convey the essentials of a given job to the local leaders who will in turn have to explain it *to*, enlist the cooperation *of* and report back *on* the households for which they are responsible.

Experience has shown that local leaders must come *from* the group which they are to lead, however simple and without educational background that group may be. This means that communication must go by word of mouth, and that the volunteer special subject-matter leaders must also be trained by word of mouth to understand the program well enough so that they will speak with energy and conviction to those for whom and to whom they are responsible. Some one must train them in small groups and that training will have to involve a competent statement of the issues and a recognition of which aspects of the subject are too technical for a lay person, and which can be discussed by a responsible citizen, regardless of level of education.

Here is a challenging educational problem. On the one hand the subject matter must be protected, the technical advances in the field of economics, welfare,

nutrition, etc. must not be diluted or disintegrated by careless handling by volunteers who arrogate to themselves an understanding that they do not have. Should this be done, the American people would lose a very necessary faith, a faith in scientific and expert skills as a prerequisite for winning the war. On the other hand because the participation and active responsible cooperation of every household in the country is needed in Nation-wide programs, technical materials must be made simple and clear enough so that they can be understood by every normal adult, regardless of education, occupation, race, sex, or national background. Every detail of a program which is to be Nation-wide must be clear enough so that the least educated 10 percent of the block and neighborhood leaders can understand it.

This is the greatest challenge which democratic education has ever faced. We have already mastered the task of taking children whose parents come from all over the world and turning them, in one generation, into English-speaking Americans. We are now faced with the job of taking adults of all ages, levels, backgrounds and turning them into responsible citizens of democracy's total war in 1942. It is a gigantic task; it is preeminently an educational task—not in the sense that the schools should or could take the whole responsibility for it—but that it will require the most creative and inventive educational thinking we have ever done.

When these millions who will finally go to school to learn the details of the programs for their blocks and their neighborhoods, are arrayed before us, what are the chief characteristics of the lessons we will have to teach? First, because a great proportion of them are unilliterate, in the sense that although they can read they do not read much or often, the lessons will have to be based upon a mastery of the spoken word. The lessons will have to be shorn of all narrow regionalism, or thinking characteristic of one socio-economic group or one pressure group, so that each leader can clothe the bare ideas in the idiom and imagery of his own neighborhood group. They will also have to contain within them a second lesson, an expectation of flexibility and change, so that as the specific details of a program are communicated, it will also be stressed that citizenship in a scientific age, in total war, means being progressively informed, progressively more able to change and adjust, to play an intelligent role in a war effort, meeting constantly new and different and sometimes contradictory demands.

There will be certain further demands made upon the teaching procedure: The students will be adults, and the teachers cannot hold them there by force nor cow them by superior authority or size. The teaching must be simple enough to hold the interest of the dullest and yet leave scope for the imagination and abilities of the most gifted. This school will keep only as long as the students feel that they are learning something that makes sense to them, each individually, in terms of what they can do for their country at war. Furthermore, if we are to safeguard the technical advances in subjects like nutrition from vulgarization or corruption in the hands of the unskilled, this can only be done if the professional teachers who do the original teaching themselves give a demonstration of humility, take pains to stress that they do not know all the answers, that many problems lie in the field of another science or another agency, demonstrating in detail the very attitude of responsibility towards a growing science which they want those whom they are teaching to pass on. If the professionals are arrogant, the volun-

teer subject-matter teachers whom they teach will fail to exhibit the proper respect for technical knowledge beyond their scope, or will be so overcome with a sense of inferiority that they will be unable to play the citizen role which they are asked to play.

Within each community, with the facilities that you have, with the professional staffs of the operating agencies, with every other professional resource, you will have the challenging task of developing this great educational program—of turning able, responsible, sometimes illiterate, oftener unlettered people, into an informed citizenry able to fight a total war.

Problem 13.—A Wartime Program for Art, Music, and Radio in the Schools and in School Service to the Community.

Questions raised for discussion:

1. What opportunities in the war effort are offered by Government agencies?
2. What is the obligation of the individual?
3. What is the obligation of professional organizations?
4. What can be contributed in school to the war effort?
5. What can be contributed in the community to the war effort?
6. What can be contributed through official meetings of professional organizations to the war effort?

Officers of the symposium:

Chairman: CHARLES H. LAKE, Superintendent of Schools, Cleveland, Ohio.

Vice Chairman: VANETT LAWLER, Associate Executive Secretary, Music Educators National Conference, and Consultant, Music Division, Pan American Union.

Reporter: MAURICE R. ROBINSON, Editor-Publisher of *Schoolastic*, New York City.

Presentations:

C. V. BUTTELMAN, Executive Secretary, Music Educators National Conference, Chicago, Ill.

Maj. HAROLD W. KENT, Education Liaison, Radio Branch, Bureau of Public Relations, War Department, and President of the Association for Education by Radio, Chicago, Ill.

CLAUDE ROSENBERRY, State Supervisor of Music, Harrisburg, Pa.

LUTHER A. RICHMAN, State Supervisor of Music, Richmond, Va.
GLENN GILDERSLEEVE, State Supervisor of Music, Department of
Public Instruction, Dover, Del.
WALTER BAERMANN, Civilian Mobilization Adviser, Section of
Volunteer Talent, Office of Civilian Defense.
ELMER STEPHAN, Supervisor of Art, Public Schools, Pittsburgh, Pa.
VICTOR D'AMICO, Director of Educational Projects, Museum of
Modern Art, New York City.
DANIEL MELCHER, Education Section of the War Savings Staff,
U. S. Treasury Department.
THOMAS D. RISHWORTH, Public Service Director of the Eastern
Division, National Broadcasting Company, New York City.

Panel members:

MARGUERITE H. BURNETT, State Department of Education, Wil-
mington, Del.
WILLIAM CARR, Associate Secretary, National Education Associa-
tion, Washington, D. C.
LLOYD W. KING, State Superintendent of Public Instruction,
Jefferson City, Mo.
C. VALENTINE KIRBY, State Supervisor of Art, Harrisburg, Pa.
EARL B. MILLIETTE, Assistant Supervisor of Art Education,
Philadelphia, Pa.

Summary of Discussion

The presentations and general discussion were centered on the following problems:

1. The forces of education which are responsible for art, music, and radio in the schools, and in the relationship of these departments to community activities should be, in turn, responsible for specific contributions which these departments can make to the war effort.
2. There is need for re-interpretation of the meaning and function of the art, music, and radio education programs in the schools and in the community as they relate to the war effort.
3. There are opportunities for more serious coordination, and integration, of the art, music, and radio programs in the schools for the important contributions which these departments will be called upon to make to the war effort.

Speakers and panel members brought out in their presentations and discussions:

1. That all supervisors and teachers of music, art, and radio in American schools, in cooperation with all other educators, must direct their programs to the task of helping to win the war.

2. That the fields of art, music, and radio education have specific contributions to make in the war effort.

3. That these significant contributions which art, music, and radio education can make to the war effort are some of the most important ways and means whereby we can protect and safeguard our American heritage and culture.

4. That the young people in the schools need every help every teacher can give and every suggestion offered, to prepare themselves for participation in the life they see immediately ahead as well as in the post-war years.

5. That professional organizations in the fields of art, music, and radio can be of incalculable assistance in the development of these wartime programs.

I. THE WARTIME PROGRAM OF MUSIC EDUCATION.—The entire program for Music Education in Wartime is coordinated with the wartime program for the schools sponsored by the U. S. Office of Education through the Wartime Commission. In this general program all students and teachers are expected to participate. In addition, specific assignments have been made to music teachers and music pupils by various Government departments and agencies, and other agencies directly participating in the war effort.

As a result, the following is an outline of a *program of action for music education* in wartime which has been adopted by the Music Educators National Conference, the Department of Music of the National Education Association. This program aims to coordinate all of the wartime activities of music educators and music education with the over-all activities being undertaken by the field of education on behalf of the war effort.

Presentations of Claude Rosenberry, Luther Richman, and Glenn Gilderleeve give specific ways and means for the implementation of the wartime program of music education, based on the following 10 points:

1. Coordination with the activities of the *Wartime Commission of the Office of Education* and the *National Education Association*.
2. Cooperation with the *Office of Civilian Defense* in a coordinated program of school and community participation in the activities of local Defense Councils.
3. Active participation in the schools and community projects set up by other agencies of the Government, including: (1) *War Department*, (2) *Treasury Department*, (3) *Federal Security Agency*, (4) *Office of Defense Transportation*, (5) *War Production Board*, (6) *Office of War Information*, (7) *Office of Price Administration*, (8) *State Department*, (9) *Office of the Coordinator of Inter-American Affairs*, (10) *Library of Congress*, (11) *Department of Agriculture*.
4. Cooperation in the Inter-American program of the *Pan American Union*.
5. Participation in activities of the *United Service Organizations*.
6. Study and development of plans for utilization of *American music*—traditional, folk, art, contemporary.
7. Participation in *patriotic ceremonies and rituals*.
8. An organized plan for making available to all music directors and teachers *workshops in the interpretation and application of the wartime program* as applied to classrooms, school-wide activities, and community affairs, such

workshops to be major features of all meetings of music educators—national, divisional, regional, State, district, and local.

9. An organized program for supplying *emergency training* in the techniques of *teaching and conducting instrumental groups* (for music teachers who are pressed into service to carry on for band and orchestra leaders drafted or enlisted in the armed forces).

10. A coordinated plan for participation of all Music Educators National Conference auxiliary, affiliated, and cooperating units in the development and implementation of the wartime program through all organization activities and media.

Note: Copies of the complete Handbook, "Music Education in Wartime" are available at the offices of the Music Educators National Conference, 64 East Jackson Boulevard, Chicago, Ill., and will be sent to all music educators and administrators upon request.

II. THE WARTIME PROGRAM OF ART EDUCATION.—It seems essential that participation in wartime activities by art teachers and art students should be a means not only to produce posters, displays, models, etc., at random, but also to deepen the perception of our war problems in our young people and also to strengthen the integration of art education as the vital educational instrument which is in our general educational system for the benefit of war education as well as for the peace to come.

Art teachers therefore must be careful not to destroy or dilute their pedagogical aims.

No detailed rule or system can be devised. Each school has its peculiar characteristics based not only on teaching personnel but also on local population composition and geographical location. These factors, however, should be carefully taken into consideration in approaching this problem.

It seems advisable that the art teacher or the group of art teachers of any particular school evolve a teaching plan that may enable them logically to absorb or incorporate the demands of wartime participation. Such a plan may be facilitated if it is oriented according to these four principles:

1. War participation projects initiated by the art teacher for education in media.

Whatever projects are being executed under this point of view can serve one very vital aspect of this war: to create a clearer and better sense of values in our future citizens. Education in the use of the different media and the teaching of form, line, and color as well as esthetics in general offer a challenging opportunity to bring home to the students (and through them often to their parents and friends) the importance of simplicity, the fact that decoration does not mean value, that richness of life is based on true evaluation of things—not on conventional relative dollar values; that simple, direct things are really beautiful in their straight-forward honesty and are not a sign of economic need. These ideas should be stressed and implanted through the stimulation of real perception now more than ever.

Suggested: Drawing, painting, modeling, or making of objects of different materials and their substitutes. Pictorial listing of essential household goods and pictorial listing of substitutes. Studies of the real beauty of different materials, especially indigenous materials.

Special projects may be selected which give opportunity to go beyond that; drawing classes, water-color classes, classes in oil painting may be enriched and closely tied to the problems of our national emergency. "This is my home town in war," "This is our Main Street in war," "This is my State in war," "These are our home-grown vegetables," etc., may be exciting subject matter.

Instruction in such classes can also be carried on through a simple study of the art of the United Nations, through the study of flora and fauna of the United Nations and through the study of costumes, home life, and homes of the people of the United Nations.

All this can be achieved without interfering with the opportunity to teach the students fundamentals and techniques.

2. Projects initiated by the art teacher in cooperation with his colleagues in other fields of instruction.

Every art teacher should endeavor to procure from his colleagues in the fields of home economics, history, geography, etc., their teaching plan. He should discuss with them the possibility of incorporating into this plan such problems as seem to be vital war issues which should be systematically carried into the course of study. He then should synchronize his own teaching program so that his classroom work may become a visualization laboratory. The wealth of subject matter offered by the publications and directives of the war agencies is an inexhaustible source for this purpose.

Studies of the Treasury Department's Stamp and Bond Drive and its implications, the War Production Board's Salvage Campaign and its implications, the Office of Price Administration's Anti-Inflation Measures, the Public Health Service's Recreation and Nutrition Drives may become means not only to produce excellent poster material, to design displays, signs, and show windows for different locations but may give reason to develop interesting graphic charts and illustrations telling a well-rounded and well-understood story.

Suggested procedure.—Develop charts showing the influence of the War Bond and Stamp Drive on our community and our economic system. Develop out of the salient points posters and displays. Arrange the completed sequence on class room walls as a complete story—climax with verbal reports (10-minute speeches) some evening with parents present. This procedure can be followed in many other cases, i. e., production, rationing, the equipment of our Armed Forces (models of planes, models of ships, etc.), protection (civilian defense and camouflage), how to decorate a soldiers' camp, a USO center, etc.

3. Projects initiated by the art teacher under directives from the different war agencies represented in the respective community or region:

A tendency exists that local defense and war agencies may bring too many requests for definitely needed projects (posters, insignia, signs, displays, etc.) to be executed by students for definite purposes. The art teacher should, through his regular administrative channels, provide for a systematic clearance of such requests and be careful to coordinate and synchronize such projects with his teaching program. It is suggested here that the instructor stimulate the formation of "poster and display squads" among his students who then, under his guidance, execute in their spare time such work as cannot be easily incorporated into the teaching plan. Having established such poster squads, it seems advisable that the instructor gain permission from his administrative officers to contact

his local war agencies in order to predetermine their needs as well as to stimulate their understanding for the need of visual presentation of their problems. In many cases, especially with older students, definite research programs as to the most effective places for the use of visual material may be carried on.

4. Projects initiated by the students themselves as volunteer contributions to their war community.

The instructor should stimulate the students' initiative to carry on their own "war art program": Exhibitions of posters, exhibitions of displays, work for soldiers' barracks, USO recreation centers, etc.

Such a plan can include all media of the arts and crafts as well as photography.

It would be impossible to enumerate all possibilities in this short outline but it can be said safely that every phase of our daily life is affected by war conditions and that, therefore, practically every subject that may be chosen for art instruction can become a war subject and thus be made a contribution to the war effort.

III. RADIO AND EDUCATION IN WARTIME.—Radio affords instantaneous communication, with seven league boots. As war restricts transportation, radio can keep us from going back to an eighteenth century society in which a man, woman, or child knew little of what went on beyond his own valley.

1. State Departments of education, education associations, and universities should make plans to use radio to keep contact with teachers who cannot come to meetings because of rubber and gasoline shortages.

2. Education authorities should meet with radio station managers to make definite plans for systematic use of radio for education.

3. Schools should re-examine current possibilities of radio: What equipment is on hand? What about replacements? What about using students for servicing and maintenance? What programs are available? How can teachers be trained to use radio programs?

4. Stations are eager for school and college cooperation in building radio programs. Most stations are short of help and therefore it is important for schools building programs to assign to the task some one who knows his way around in radio work.

5. Colleges and little theater organizations should develop Victory Radio Guilds which will provide production assistance for local war effort programs. Such Guilds can receive guidance and scripts from the Office of Education and the Office of War Information.

6. High schools near radio stations should develop Junior Victory Radio Guilds which will develop programs supporting savings, salvage, and other campaigns. These guilds can also develop in-school radio programs.

7. Radio networks should coordinate their services to schools. Time and human effort are so precious that competition should be suspended in the interest of over-all, national planning for the best possible radio service to all levels of education in all regions of the country.

8. The right of educational institutions to use the air in presenting programs whether by amateurs or professionals should be insisted upon.

Digests of Presentations

C. V. BUTTELMAN

The Professional Organizations and the War Effort

All organizations which unite large or small groups of American citizens in various common interests can utilize the special areas of human endeavor which they represent as media for direct or indirect prosecution of the war. No organization, however small, whatever its peacetime function, can be excused from the responsibility to serve now.

It is the duty of every professional organization in the field of education to turn its plant, so to speak, over to the war effort—lock, stock, equipment, and personnel. This does not imply using the war effort to justify the existence of the organization, or to protect and preserve the professional status of its constituents. It does imply utilization in the war effort, of all the resources of leadership and manpower.

A number of factors are essential in gearing any association to the war effort. These include:

- (1) Reinterpretation of the purpose and function of the organization. This may involve considerable reorientation and changes in scope and emphasis, and will require
- (2) Knowledge of the specific wartime needs which may be served by the organization and by its individual members. This implies
- (3) Knowledge of the functions of the departments and agencies of the wartime Government and of civilian wartime agencies such as the USO, Red Cross, etc., and in relation to the citizens and institutions which the war is waged to protect. Then there must be
- (4) Coordination of effort, based on coordinated planning. Confusion, duplication of effort, and demoralizing jealousies can be eliminated only by adequate coordinated planning and action, only by *joint participation in one major program instead of independent action in numerous minor programs*. With an over-all program administered under the guidance of the national, State, and local organizations, there can be coordinated effort: (a) Among organizations; (b) between the organizations and Government agencies, the organizations and civilian wartime agencies, and *among* all three fields; (c) among local leaders in educational, civic, religious, business, industrial, and fraternal activities, therefore; (d) between the schools and their communities; and of course (e) within the schools and within the communities.

To achieve such coordination necessarily involves:

- (5) A plan of action whereby each organization and each member thereof may have specific assignments in the common job of winning this war.

Organizations in the field of education, and in other fields as well, can render great service in the war effort and to the peacetime to come by turning all their resources of leadership and focusing all their activities on a *plan of action* in which each organization *and its members* will function as a part of a coordinated whole, with every group and individual securing maximum results from the effort expended because each knows what to do and why, and because that effort is coordinated and not duplicated.

To achieve maximum efficiency it would seem highly desirable to carry on the splendid work initiated by the U. S. Office of Education and the Wartime Commission in this Institute by setting up:

- (1) A clearing house in which the presidents and executive officers of all major organizations in the field of education, and in fields with related interests, can participate. This bureau, representing all organizations, would be in a position to exchange information with
- (2) A clearing house representing the educational, public relations, radio, and similar sections of all Government offices and civilian agencies concerned with the war effort and post-war planning. Such interchange would make possible
- (3) An over-all coordinated plan for participation of educational and other voluntary associations in the war effort programs of the various Government offices and civilian war service agencies. This procedure would include provisions for
- (4) Local application of the over-all plan: (a) By clarifying and interpreting the programs, the purposes, and the manner of functioning of the various Government offices concerned, their relationship to each other as essential factors in the war effort, and their relationship to the individual citizen and his family; (b) by making possible coordination and cooperation with recognized local community war agencies.

Meetings, to a large extent, can be made to serve as special training schools in the types of leadership and technique involved in the wartime program. Collaboration between organizations in related fields can be furthered by interchange of leaders and by combined meetings representing two or more organization fields. Economy in the matter of total time and travel expense involved, as well as such items as printing costs, can be effected by this closer integration of the war work of the participating organizations.

Maj. HAROLD W. KENT

Radio and Education in the War Effort

The story of radio and Government agencies and education and the war effort is a new story. The growth and development of radio presentation these past few months have been amazing.

The policy book of the War Department's Bureau of Public Relations, the Office of Censor's Code and that of the National Association of Broadcasters have undergone changes rendering them different creatures from those of December 7, 1941. These are the kaleidoscopic changes that the Government agencies had to face and in turn the Government agencies themselves have undergone change after change. None of them has escaped. Even the old-line Government agencies have been modified and modified again, always, however, in the line of more and more efficiency—actually a reduction in the number of information publications, a reduction in the number of pages of such publications—and more than anything else, a keener regard for the value of a direct information service which avoids the dangerous headline-hunting attitude and sensationalism.

Let's review what the Government agencies are doing in radio and education. As a basic fact I should tell you that the agencies are getting together in a

most interesting fashion. The old principle of competition for radio time and personnel has been superseded by a spirit of cooperation. It has been professional departments of the National Education Association and other allied groups which have started the cooperative ball arolling. The Music Educators National Conference, under whose leadership this very symposium was developed, has brought together the war agencies into a strong national musical effort which promises much for our morale through music activities. A newer group, the Association for Education by Radio, has initiated plans for Radio Victory Guilds and is now in process of organizing a Washington, D. C., chapter of the AER, as it is called. The purpose of this last move is to provide an informal meeting ground and forum for the exchange of views and needs of Government radio specialists. This liaison between the governmental agency and the professional organizations is a tribute to the sterling will and sincerity of the genius of democracy.

What have they done in radio? What does the Government expect from the educational forces? What can the educational forces expect from the Government? These are questions that constitute the outline for this brief address. Lyman Bryson has recently accepted a part-time consultation job with the Office of War Information. It will be his responsibility to direct the information services into the schools more efficiently. Before his acceptance of this task he had been working on the American School of the Air in a very real effort to bend pertinent programs to the war effort. Four of them—"This Living World" on Fridays, "New Horizons" on Wednesdays, "Science Program" on Mondays, and "Music for Victory" on Tuesdays, are all notable contributions to the war effort if advance notices and past accomplishments are any criteria. The programs of the Inter-American University of the Air are significant in concept and round out the offerings to the schools of the Nation as far as level is concerned. Sterling Fisher is working on these for the National Broadcasting Company and is sharing his time with the State Department in an effort to be of service to the war effort. All of the programs mentioned are reenforced with handbooks available upon request at any of the stations of the networks responsible.

Another radio offering is a Victory Corps Hour which will carry the sponsorship of the U. S. Office of Education and the Blue Network. This program is a "progress of the war and high-school orientation" type of offering which is designed especially for students of secondary school age. "I Hear America Singing" comes to the Nation on Sunday afternoons over the Mutual Broadcasting System and is sponsored by the Federal Security Agency. Colonial Williamsburg will very likely get programs on historic contributions to our representative institutions on one of the networks. The Treasury Department has set up an education section called "Schools at War." Here many radio activities will find their way into your schools and homes. This is not a round-up—there isn't time for that. The fact is, however, that educational radio has been converted to serve the war effort.

The U. S. Office of Education is interested in gathering these threads up into its biweekly, *Education for Victory*, so that you will have a last minute and complete story of Government agency efforts as they relate to our schools. This will likely be reenforced by the program-listing service of the Journal of the Association for Education by Radio. It is evident that there is a sufficient bulk

of radio activities to warrant the statement that educational radio programs will help overcome some of our national problems, and what is more important, these efforts in true democratic fashion are the combined contributions of local auspices, of network stations, of college stations, of national professional organizations and the Government agencies working independently and cooperatively for the same cause.

Before I pass to a closer analysis of education's position in this effort, allow me to summarize the Government agency responsibility in radio. Whatever is put on the air should be honest, factual information in fullest detail short of threatening our national security. Pessimism and optimism must be developed by facts only and not by slanting material. The American people will be content with their Governmental information services if they feel that they are told all that they can be told short of risking danger to our operations. Another insistent demand is that Government agencies do not compete with each other either for talent, services, time on the air, or audiences. This cooperation is carefully worked out by the Office of War Information's plan for network time, by the National Association of Broadcasters for local station time, and by the Association for Education by Radio's efforts for education's time. A still further need is that the agencies keep the road as clear as possible for good utilization; this involves outstanding writing and production and material that can be worked into presentable classroom and home aids. This implies good handbooks, lesson sheets or cooperative gestures in newspapers or the school press or whatever other approaches available that can feasibly be used. It may in some cases involve working through local branches or personnel of a governmental agency. Field organizations of the War Department, the Department of Agriculture, and the Office of Civilian Defense are examples of local cooperative possibilities.

Another inherent responsibility of the Government agencies is to insist upon the right of education to equitable time on the air. Recent controversies have flared over this question and they have served to emphasize more dramatically that this right must be considered an inalienable right together with those of the freedom of the press and freedom of speech.

I would also like to go on record as favoring a radio plan of professional content on a regular scheduled basis with the support of the Office of Education and the active and unreserved cooperation of the National Education Association and its more than 27 national member departments. Travel is not easily justified these days—reading directives in bulletins is not enlivening; but, let educational radio with the cooperation of governmental and national professional agencies bring to the administrator, the principal and the teacher its color and intimacy and immediacy to bear on the planned presentation of themes, of directives, and essential emphasis, leaving treatment in the hands of the individual broadcasters, and the educational tool can be sharpened more keenly to perform more effectively for the duration of the war.

You are administrators. You hold key positions in the Nation's schools. What responsibility have you toward the use of radio? How can you bend radio to your own local problems? We can only answer generally, for your problems, being local, probably merit a local answer. However, high schools and colleges in the vicinity of radio stations can organize AER Victory Radio

Guilds—local radio stock companies equipped and trained to produce radio broadcasts which will extend the war effort. Information about these guilds may be obtained by writing to the Office of Education—to William Dow Boutwell. If your people are not experts you may be in need of assistance in starting high-school radio activities. Write to the same place for information.

You must also keep in mind the utilization angle—profitable use of educational radio programs both in school time and leisure time. Programs of forum type, of music and art appreciation, of straight news interest, of dramatic tie-ins to the war's objectives, of schoolroom use in any or all school study subjects. You should prepare definite meetings on radio with your staff and through your staff reach all the teachers and principals and superintendents under your supervision; develop listing bulletins, study utilization techniques; and give this newest of the media a real chance to play its part in the classroom and without to serve our Nation. You should look into your equipment, too. Keeping material in shape is a first requisite of good listening. And as you advance into the matter of utilization you may try a clinical series of school programs on your own. Several cities, both large and small, have done it with great success. One notable series is an "Art in the War Effort" series by the Art Department of the Chicago Public Schools . . . an unique effort to show how Government agencies are using art in posters, cartoons, and other creative ways to further the war effort. It is really a remarkable non-Government report via the radio of the Government at work!

Another matter which you can keep in mind is the raising of questions. You raise them and the Government agencies will try to find the answers. Send for sample scripts. The Office of Education lends the scripts, the Association for Education sends them through the War Writers Board on a script-of-the-month basis, free of all charge, including royalty, and any agency will supply you with anything available on their shelves. It would seem as if you had to begin the job from scratch. That's true for most of us—whether we have been specializing in education, in war work, or in general Government agency work, and fundamentally, the use of these radio aids (and here I would say that the film and the textbook are also important) is a job—but no job is too difficult, especially when we are on the firing line.

CLAUDE ROSENBERRY

What Opportunities in the War Effort Are Offered to Music Educators by the Government?

1. *U. S. Office of Education.*—The entire program for Music Education in Wartime is a part of and coordinated with the general wartime program for the schools sponsored by the U. S. Office of Education and its Wartime Commission. In this general program all teachers and all students are expected to participate.

2. *Office of Civilian Defense.*—Basic in the wartime organization of civilians is the local civilian defense council. Every music educator should:

- (a) Enroll in his local defense council and offer to perform any service in which he can give aid whether or not music is involved.

- (b) Offer his services as a music educator, leader, or teacher, should there be need or opportunity for such special services in connection with the community program.
- (c) With the approval of his superintendent or principal, offer the services of school groups to any agency or activity served or carried on by the local defense council.
- (d) Cooperate with the administration and with other school departments in coordinating the school and community wartime program.
- (e) If there is no local defense council or other community agency serving the same purpose, consult the school administrative officers, and be guided by their advice, in regard to aid which can be given in the development of a representative and active organization of leaders who can serve the Office of Civilian Defense and assist in all the other activities in which the Government, through its agencies and departments, seeks to mobilize civilian support and active participation in the war effort.

3. *War Department.*—The Bureau of Public Relations of the War Department, through the Educational Liaison, has enlisted the forces of music education in the national effort. The broad program, as well as a statement of the attitude of the War Department in regard to the use of music within the armed forces and among civilians, will be found in a special brochure, *Music in the National Effort*, issued by the Bureau of Public Relations, Radio Branch.

In principle, every phase and application of the Music Education in Wartime program is part of the program suggested by the Bureau of Public Relations. Specific items particularly significant include:

- (a) Cooperation with the local agencies in seeing that bands, orchestras, and chorus groups, singing, and all types of musical performances, formal and informal, are made available for: (1) Departure of men for training camps, (2) War effort activities, (3) All public gatherings, including theaters, lodge meetings, church events, etc., where, under guidance, wholesome results will follow the direction of the type of assembly singing program described herein.
- (b) Securing assignments for qualified student leaders, bands, orchestras, and choruses, and selected small ensemble groups to cooperate in "putting over" public sings. One choir, orchestra, band, or smaller group can perform real service by doing nothing more than supplying the background—or, shall we say "oomph"—for the singing of a group of people who, without such aid, might be diffident about letting out their voices.
- (c) Promoting listener interest in the "Hour of the Victory Corps" radio program sponsored by the National Education Association, U. S. Office of Education, the Association for Education by Radio, and the armed forces (Tuesday afternoons, 2:30 to 3 o'clock). This program is designed to integrate the activities of the High-School Victory Corps. In connection with the "Hour of the Victory Corps", the Bureau of Public Relations suggests that music teachers and members of music classes should take leadership in cooperation with the administrators of the schools in developing interest and participation by every program. Here opportunity is given all pupils in all the high schools in the United States to participate together in song. Carefully planned and wholehearted cooperation of music teachers and music students can do much to vitalize these programs through music and help to make the "Hour of the Victory Corps" belong to each student in every student body.

4. *Federal Security Agency.*—The Federal Security Agency wants our citizens to become better acquainted with its responsibilities in the wartime program of our Government and has enlisted the aid of the schools. The Music Educators National Conference has been invited to sponsor certain programs of the "I Hear America Singing" broadcast Saturday evenings from 6 to 6:30 o'clock. With the aid of the music departments of every school in the United States, pupils and parents should become members of the air audience when this important agency presents messages pertinent to national wartime issues and

utilizes music as a principal medium of the program. Listen regularly and urge all those with whom you have contact to join the radio audience.

5. *Treasury Department.*—The Schools at War program, jointly sponsored by the War Savings Staff, of the Treasury Department and the U. S. Office of Education and its Wartime Commission, is described in detail in a brochure available to all teachers and administrative officers. A supplementary brochure is entitled "The Music Educators and the Music Students of the United States in the Schools at War Program." Copies may be secured by addressing the Education Section of the War Savings Staff of the Treasury Department, Washington, D. C., or the Music Educators National Conference, 64 East Jackson Boulevard, Chicago, Ill.

6. *War Production Board.*—The task assigned to the War Production Board is not just to divert critical materials from peacetime to wartime needs; it is also concerned with conservation of such items as manufactured products now in use. For instance, members of the school band and orchestra can help in this program by learning how to take special care of their instruments in order that there may be no needless damage or wear.

7. *Office of War Information.*—The function of the Office of War Information is of direct concern to all citizens and has particular significance in the field of education. Music educators and their functions have specific relationship to OWI and its responsibility for disseminating proper war information. Opportunities for integrating the Office of War Information with the broad program for Music Education in Wartime in the classroom and elsewhere, will be obvious to the music education field. Special activities will be assigned in later bulletins. The CBS School of the Air, including the series of music programs sponsored by Music Educators National Conference, will serve as an important official outlet for OWI. Special attention of pupils and teachers should be directed to the School of the Air broadcasts. Information is supplied in special bulletins issued by CBS.

8. *Office of Price Administration.*—The program undertaken by the Educational Relations Branch of the Consumer Division of the Office of Price Administration embodies a long-range study of the Government's price control and rationing plan. Cooperating are more than 8,000 local War Price and Rationing Boards composed of volunteers appointed by heads of local defense councils. Teachers have an opportunity to promote understanding and to guide participation in various ways; specific suggestions are offered by the Educational Relations Branch involving cooperation of music teachers.

This is distinctly a wartime consumer education program and, as such, is definitely related to every other factor of the program for Music Education in Wartime outlined in this brochure. Every teacher should familiarize himself with the contents of the "Teachers Handbook on OPA's Economic Wartime Program," and other bulletins made available by the Office of Price Administration.

9. *Office of the Coordinator of Inter-American Affairs.*—Music for Uniting the Americas has been an important item on the agenda of the Music Educators National Conference and its associated organizations since the inception of the American Unity through Music program in 1940. Music educators, therefore,

are well aware of the important responsibilities of the Office of the Coordinator in connection with the promotion of inter-American understanding and good will. In the field of cultural relationships, music and music education have an important role, and Music Educators National Conference has had an opportunity to participate in various projects, the first of which was the visit of John W. Beattie and Louis Woodson Curtis to seven South American countries in the summer of 1941. (The official report of Mr. Beattie and Mr. Curtis was published in the *Music Educators Journal* in serial form beginning with the November-December 1941 issue and concluding in the May-June 1942 issue.) This project, and others in progress or projected, involve the cooperation of the Office of the Coordinator and the Department of State, as well as the Pan American Union.

In the Office of the Coordinator, matters pertaining to music education are under the jurisdiction of the Department of Science and Education.

10. The Department of State.—The State Department, of course, is concerned with many matters pertaining to the peoples of all nations. The purpose of the cultural program fostered by the Department of State is outlined in the following statement approved by the General Advisory Committee in Cultural Relations to the Department of State:

- (1) The General Advisory Committee of the Division of Cultural Relations urges the vigorous development of cultural relations between the people of the United States and other free peoples of the world, for the purpose of fostering helpful international relations on a basis of mutual understanding and appreciation.
- (2) The Committee conceives the program of cultural relations as a long-term program of continuing activities, which should, however, be realistically adaptable to changing circumstances and needs, whether in normal times or in times of emergency.
- (3) The Committee believes that the program should be as broad as intellectual and cultural activities themselves. It includes interchanges in all fields of the arts, sciences, technology, letters, and education, and throughout the entire range of economic and social life.
- (4) The interchanges should be of value to all countries participating in them; they should extend to all groups of the population; they should serve to promote human welfare; and they should help to preserve intellectual and cultural freedom.

11. Pan American Union.—The Pan American Union is an international organization representing all the 21 American republics, working in close cooperation with the field of education, and particularly with the music educators. No opportunity should be overlooked whereby music educators and music students can take leadership in the matter of encouraging, developing, and cementing inter-American understanding and solidarity and hemispheric unity.

Among the projects in which the Pan American Union and the Music Educators National Conference cooperate are the visits to this country of prominent musicians and educators from the other American republics.

Another important Pan American Union-Music Educators National Conference cooperative activity is the Editorial Project, through which a selected group of Latin-American compositions is being issued through the regular channels by United States publishers, thus making this interesting material available for use in our schools. The entire list of instrumental and vocal music released by publishers in connection with this project, as of August 1, 1942, is included in the official music lists published in the *1943 School Music Competition-Festivals Manual* of the National School Band, Orchestra, and Vocal Associations.

In this connection should be mentioned two recent bulletins of the Music Division of the Pan American Union: (1) *Latin American Music*, comprising the first list of music published through the Editorial Project, as well as a selective list of other Latin American music published in the United States, pertinent books, and other publications; (2) *Selected List of Collections of Latin American Songs and References for Guidance in Planning Fiestas*. The materials cataloged in these bulletins are suitable not only for student performing groups, but also for student assemblies. Distributed free, the bulletins are at the disposal of all music educators in the United States.

12. *United Service Organizations*.—The USO, although not a Government agency, is listed here because of the vital function it is performing in the war program. Organizations represented in the USO are: Young Men's Christian Association, Young Women's Christian Association, National Catholic Community Service, Jewish Welfare Board, Salvation Army, and National Travelers Aid Association. Direct appeal has been made to the Music Educators National Conference by the USO to enlist the cooperation of music teachers and students in a number of ways, particularly in the matter of providing materials, informational service, and personnel aids for the musical needs of USO Clubs. It is suggested that music educators can help provide, through the regular channels of their local agencies, such items and services as sheet music, song books, musical instruments, recordings, musical periodicals, and concert tickets; information bulletins on local musical events, radio programs, and folk music resources; assembly song leaders, lecturers, and leaders for appreciation classes. It is planned to carry out this service with the aid of State and district Music Educators Associations and In-and-About Clubs. A special bulletin will be provided outlining the plan.

LUTHER A. RICHMAN

What Is Involved in Gearing Music Education to the War Effort?

1. *Coordinated effort*: (a) Within the schools, merging the entire wartime effort of education in one coordinated plan of action; (b) between music educators and all other music leaders; (c) between music educators and all other educational agencies; (d) between music educators and all leaders in civic, religious, business, industrial, and fraternal activities. These are the necessary steps involved in adequate and effective utilization of the resources of music education in coordination with the national wartime governmental agencies.

2. *Reinterpretation of the meaning and function of music in the emergency conditions and enlarging obligations*.

3. *Reorientation of a broad-scale program of music education*: This is necessary to enlarge opportunities for making actual the public function of music.

4. *Changes in scope and emphasis*.

5. *Leadership*.—The wartime program of music education is one in which music teachers are expected to take leadership. It is further expected that the music teachers will coordinate their efforts with the general program of the schools, and, most of all, it is expected that the music teachers will see to it that their efforts reach all the students in the schools. In addition, so far as it is

possible, it is expected that through the leadership of music educators, the Music Education in Wartime Program will directly influence, or at least touch, every citizen in the communities served by the respective schools.

What is the obligation of the music educator? Fulfilling the kind of program implied by the foregoing begins with the leaders. Whatever the instrumentality called into service, its effectiveness depends upon the way it is applied to human purposes. Hence, the leaders whose job it is to interpret, organize, and direct courses of action are importantly affected by any and all changes of procedure. The present broadened front line, with its attendant changes in emphasis, and its reinforcements at various points, indicates that music educators are obliged to: (a) Gain a broader concept of what it means to be a music educator; (b) gain a better insight into what constitutes mutually advantageous reciprocal relations between music specialists and the general field of education; (c) interpret and use all the skills and knowledge at our command in terms of the present emergency; (d) redirect our thinking in regard to our relations to the community and the Nation; (e) re-evaluate the purposes, scope of activities and emphasis as regards meetings of our professional organizations—local, State, regional, divisional, and national; and (f) prepare ourselves mentally, as well as materially, for the acceptance of the responsibilities attendant upon carrying through a Music for Victory program.

How can the wartime program for music education be implemented through official meetings? All meetings of music education groups, divisional, regional, State, district, and local, can be made to serve in whole or in part as special training schools in the type of leadership and technique involved in the wartime program. Following are suggested topics and activities for general sessions and laboratory or workshop meetings.

1. *General sessions:*

- (a) The challenge of the Wartime Program for Music Education.
- (b) Interpretation of the Wartime Program for Music Education.
- (c) The Wartime Program for Music Education in operation.

2. *Study, workshop, or laboratory sessions* (in lieu of section meetings).

- (a) Classroom activities: interpretation and application of the wartime program.
- (b) Over-all community participation (techniques of organizing inter-community musical activities).
- (c) Community sing workshops.
- (d) Workshops in the techniques of conducting and teaching instrumental groups (for music teachers who are pressed into service in their schools to carry on for band and orchestra leaders drafted or enlisted in the armed forces.)
- (e) Development of student leadership.
- (f) Americana: Songs of the United States—traditional, folk, art, contemporary.
- (g) Patriotic ceremonies and rituals.
- (h) Latin-American music.
- (i) Music of the United Nations.

What are some of the songs we should sing?

Songs that are physically stimulating: (1) Battle Hymn of the Republic, (2) Marines' Hymn, (3) The Caissons Go Rolling Along, (4) Anchors Aweigh, (5) When Johnny Comes Marching Home, (6) We're All Pals Together (from *Rio Rita*).

Songs with the sense of fun and vigor: (1) Yankee Doodle, (2) Turkey in the Straw, (3) Old Dan Tucker, (4) She'll Be Comin' 'round the Mountain, (5) Cindy, (6) Billy Boy, and (7) Jingle Bells.

Simple, heartwarming songs of love and longing: (1) Keep the Home Fires Burning, (2) Home on the Range, (3) My Old Kentucky Home, (4) Old Folks at Home, (5) The Home Road (Carpenter).

Songs of loyalty to our country: (1) America, (2) America, the Beautiful, (3) American Hymn (Speed Our Republic).

Songs asserting courage upheld by the strength of united purpose: (1) The Star-Spangled Banner, (2) God of Our Fathers.

Songs attesting man's persistent faith in the ideals of human worth and the right to freedom: (1) Chester (Early American, by Billings), (2) Go Down, Moses (Negro spiritual), (3) Song of Hope (Hebrew), (4) On, Thou Soul (Slavic).

Songs expressing faith in things of the spirit: (1) The Lord's Prayer (Malotte), (2) Brother James' Air (The Lord Is My Shepherd), (3) A Mighty Fortress, (4) O God, Beneath Thy Guiding Hand, (5) Now the Day Is Over, (6) O God, Our Help in Ages Past.

Songs that convey the stability and sense of belonging that derive from the sheltering, protective quality of family affections: (1) Sweet and Low, (2) All Through the Night, (3) Lullaby (Brahms), (4) Sleep and Rest (Mozart), (5) Golden Slumber, (6) At the Gates of Heaven.

Songs that promote friendliness: (1) I Dream of Jeanie (U. S.), (2) Londonderry Air (Irish), (3) Santa Lucia (Italian), (4) Scarlet Sarafan (Russian), (5) A Cuba (Cuban), (6) La Paloma, Azul, or Cielito Linda (Mexican), (7) Carmela (Mexican), (8) Glendy Burke (U. S., by Foster).

GLENN GILDERSLEEVE

How Can the Wartime Program for Music Education Function in the Schools?

By the inauguration of an organized program wherein every pupil from preschool through college will actively participate as an individual, or as a member of an organized group through:

1. Universal singing of those songs which express and contribute to the spirit which actuates the entire program. This is basic in the plan. The songs for such universal participation, especially selected for the purpose, must have appeal alike to children and adults.

2. Cooperation with the other departments of the schools through active participation in such programs as they inaugurate, whether or not music is involved.

3. Utilization of organized vocal and instrumental music groups. For instance:

(a) An ensemble from the high-school band or orchestra may help to develop more satisfactory and enjoyable singing on the part of the pupils in the grades.

(b) An instrumental quartet may help the students learn to sing the parts of such songs as "America"—an enjoyable experience for all.

(c) Members of organized choral groups can take responsibility for leadership: (1) In developing general assembly for classroom singing. (2) In developing discussion programs among members of the general student body. In such discussions the meaningfulness of the national effort program and the part of music therein can be furthered; the songs of our Nation can be made more significant and living aids in our everyday lives; peoples of other nations through study of their music may become better known and appreciated.

4. Planned use of the songs of the United Nations and of the Latin American nations in both formal and informal programs, and in cooperation with other subject departments, can further obvious ends.

5. Cooperation with Government and service agencies not only in specific projects hereinbefore outlined, but through interpretation of the programs of the various agencies as they concern the schools and the relationship of the school activities in carrying out such a program.

In planning the details and in carrying out such a broad program, it is evident that attention must be given to the human and spiritual values embodied in song and symphony before introducing technical consideration. All children will be regarded as participants rather than the specially trained few. They will be sharing together rather than competing.

Above all, it is important that music, whether sung or played, must be selected for its expression of ideas which are vitally stimulating to action.

How Can the Wartime Program for Music Education Function in the Community? The opportunities afforded to the music educator and to the school music department for functioning in the community wartime program include:

- (a) Enlisting for service in the local defense council.
- (b) Cooperation in the development of community-wide singing programs. For instance, through the local defense council, helping to provide trained song leaders to assist block captains in developing and carrying on a program of community singing in every block. Senior members of choirs, bands, and orchestras can be coached for such assignments.
- (c) Participation in patriotic ceremonies and rituals.
- (d) Aiding leaders of local organizations and groups—religious, civic, industrial, and the like—in developing and carrying on their special programs in behalf of the war effort.
- (e) Invoking to the fullest possible extent *for all* the values of listening, *together* or singly, to beautiful music—in other words, the *wholesome* effect of enjoyment in its profound sense of creating serenity of spirit.
- (f) Making available the contributions of instrumental and vocal groups in the presentation of American music—traditional, folk, art, and contemporary, as well as music of Latin American and United Nations.
- (g) Requesting pupils to inform their parents regarding the special programs carried on by the various Government agencies over the radio.
- (h) Encouraging members of bands, orchestras, and choruses in the development of home ensembles in which parents and students may participate.
- (i) Taking responsibility for leadership.

And now a final word about our need for new music in this wartime program of music education. We are not singing as we did in 1917–18, as the North sang during the War between the States, as France sang during the French Revolution, as the Spanish Loyalists sang during their recent war, as China or Russia is singing today. Why aren't we? We lack songs. We need a "Mar-seillaise," a "Battle Hymn of the Republic," or a "Keep the Home Fires Burning." And why haven't we songs? The war is too new and, as yet, our cause has not been clearly and simply enough defined to catch the imagination of our people—to go straight to the heart of the Nation. We have the four freedoms but few people can name them right off or agree on their meaning or what they imply. The songs for which we have crying need and for which our President is asking will carry the realization of the things worth fighting for beyond the realm of conscious analysis and intellectual interpretation.

Pearl Harbor gave us a unity based on fear and anger—a unity that was negative and defensive. We need to substitute faith for fear, altruism for anger. We need a unifying ideal. We had one in 1917. We have one today. It is but slowly emerging—world-wide liberation, a new world order for permanent peace. As yet it lacks dynamic appeal. Have you thought how few songs there are that express this ideal of world brotherhood, of closer world cooperation? A few

missionary songs of the church and "The Internationale." Loyalty to this cause will help us to win the war and to win the peace. Let us emphasize its importance so strongly that it will be the theme of the songs yet to be born.

In the past during crises Americans have shown great capacities for work and sacrifices when they had deep convictions. Today there are fundamental truths that need to be dramatized so as to have popular appeal. These truths need to be surcharged with emotionalism to gain for them wide acceptance. But, as yet, our dramatists and our song writers have failed to get a clear enough vision of the particular convictions which need to be stirred. Many movies and radio programs have helped us to appreciate more fully our past, but as yet have failed to give us vision for the future.

We have left the writing of our patriotic songs too much to "tin pan alley." Until war was declared the theme of these songs was one of mawkish flag-waving sentimentality and narrowly conceived Nationalism—Hip Hip Hooray for the Good old U. S. A. Shallow songs stimulate surface superficiality. We need to mobilize talent for song writing. In the last war the newspapers stimulated the writing of "The American Creed" by offering a prize. Something similar needs to be done today for songs—for a "Battle Hymn of the World."

Since the popular war songs are scarce and for the most part inferior, what shall we be singing for morale? There are national and patriotic songs of the past that can be given new significance. "America the Beautiful" can be sung as referring to all the Americas. Patriotic songs of our Latin American neighbors and allies which are not too narrowly nationalistic are appropriate. The idea of "Thine alabaster cities gleam undimmed by human tears" can be expanded to include the world. And, of course, we must stress the importance of renewing our efforts to make such ideals real in our own country. Here is a chance to sing the songs of some of our minority groups. The great Negro anthem "Lift Every Voice and Sing" is particularly worthy. Our pupils and their parents should be at least introduced to "The Internationale" since it is the song of many of our workers. The last stanza of "The Battle Hymn of the Republic" is just as appropriate today as in the 1860's except there are different men to be freed. In all of these there must be careful selection of the song text and a thoughtful interpretation of it during the singing.

We can overuse our National Anthem and talk too much about the difficulty of singing it. Let us reserve its use for the special occasion in which it can be made significant and will stir people. Too often we do not sing it—but merely stand and listen to the playing, or at best sing it without fervor and abandon. When we sing it whole-heartedly, its range or pitch becomes insignificant. We need to use the third verse to make it completely meaningful in the present situation.

While mass singing is the basic and most important wartime activity in music, we should not overlook the importance of stirring instrumental music, especially by the band.

Finally, in addition to the wartime activities we need today, let us not forget the power of music to give joy, happiness, peace of mind, and a feeling of freer, fuller living.

WALTER BAERMANN

Art Education and Government Agencies in the War Effort

Art in its broadest interpretation represents the highest achievement in conscious creative human effort, the highest expression of the perfect coordination of ripened, matured, experiences with the given media of creation. Art for art's sake does not exist. If this definition is valid, then art, without question, is in this war effort.

If we understand the meaning of this total war, we cannot help but see clearly where art education has its place or should have its place. And we cannot help but see clearly that art education—like education in general—has to undergo redefinition and reorientation if it is to accept the great challenge thrown at it by this World War. Art education must not only develop and use skill for this war effort but must help, through its innate powers to form human beings who, through a richer and deeper understanding of their time, become conscious members of this great free country ready to employ their freedom consciously for its preservation.

What opportunities in the war effort are offered art educators by Government agencies? What can art educators contribute in school to the war effort?

The art educator can carry nearly every Government war-agency program into his daily teaching plan, from the Bond sale drive to the duties of the air-raid warden, to the campaign for the "Unconquered People" and the "United Nations," from the salvage program to the conservation of material and of national resources. Posters, illustrations, displays, graphic charts, etc., are obvious results.

For the first time in our history, we are really forced to see and understand the total picture of our lives as citizens and this fact must from now on underlie everything that is being done in so-called art classes. The necessary program for this approach is, for all practical purposes, handed to any art educator if he only makes the effort to study the functions and aims of the different war agencies and their relationship to each other as well as the over-all implications of these aims on our lives. Never before has any democratic wartime government set up such comprehensive agencies for the sake of administering democratically our wartime life. Never before was such an absolute understanding by the people necessary not only to win victory on the battlefields but also to win victory for democracy. But it is difficult for the Federal Government to carry information and explanation to everyone—and it is for the educators and art educators in particular to help to do this job.

It is one thing to have a class of students design a poster appealing for the purchase of War Bonds as a project in pure design or art—it is an entirely different story, when this poster is developed as a visualization of a message formulated out of an understanding of an economic problem. Possibly the result will not be just another Bond poster, but a comprehensive visual study of all the implications and purposes of Bond sales. The art educator does not have to be an economist to do all this. All he has to be is an art educator who is a conscientious citizen. He, like the students, lives in a community, in a home—and besides, there is the home economics teacher who is very likely to benefit

from participation in this kind of art class program. If my original definition of art is correct—then the art educator must be the first to recognize that he cannot teach art by itself and by himself, that his job is to stimulate and cultivate a deeper understanding of our problems through perception.

Every phase of the visual arts must be considered in this light: Painting, sculpturing, weaving, pottery, the industrial arts, all can be and must be included.

Let us take two more examples: The Office of War Information is anxious to drive for the fullest understanding of the United Nations problem. Every single instructor in any school from kindergarten to university can help and must help in such a drive, and he can do it without disrupting the curriculum. The problem is too broad not to give some point of contact. And the art educator can and should be the coordinator so to speak. The history of Russia and China give ample subject matter for composition classes, the flora and fauna of Mexico can be listed in art classes in pictorial panels, the spirit of various national customs and costumes can be carried into dress design classes—not to teach imitation but to teach understanding. The War Production Board, let's say, orders a drive for saving of scrap metal: of course, the students can produce posters, just as they can produce War Bond and United Nations posters. But the students can do more under the art educator's guidance, they can learn to understand and comprehend all implications of the program and, furthermore, become themselves instructors of their families. Let the student do some research at home, let him tabulate all metal objects at home, let him put his research into pictorial charts, let him determine what is absolutely needed and break down the pictorial charts into peacetime and wartime charts. And if the art educator cannot do it alone, let him arrange with his economics colleague for cooperation and coordination. Let the student build maps explaining the geographical use of scrap metal, to where it flows from his community, and prepare pictorial or three-dimensional displays showing what so many empty cans mean in the war effort. Let the student invent substitute containers, let him make them or illustrate his own article about them.

Done with the right understanding, I insist, such an approach cannot interfere with sound art education—to the contrary, it must inevitably lead to a very sound reorientation and redefinition which is needed. And it will lead to very close cooperation and coordination with the efforts of other educators.

Thus the opportunities offered to art educators by Government agencies are indeed vast—and what is most important—not temporary. For if they are accepted, they mean a healthy reorientation for the victorious peace to come.

What is the obligation of the individual art educators?—It is paramount, of course, that the individual art educator keep himself as informed as possible about the various Government programs.

His tools are the most delicate ones. He works with the student's senses. He introduces his students to an understanding of the visual, the tactile, the form impact; in contrast to those who teach facts that can be memorized or intellectually understood, he forms and uses his students' senses. He creates subjective means of evaluation in his students.

The art educator must know that and many must learn to realize that therein lies their personal responsibility—especially today.

It is therefore the greatest obligation of the art educator to realize that he

is teaching not luxury—not embellishment—not superficial taste—but that he is teaching his students to perceive truthfully, that he is to deepen their experience of the world of facts—and in particular of this world of war.

Our next question, “What is the obligation of professional organizations of art educators?” follows logically.

It is difficult for the individual educator to be in constant touch with Washington or even to be on the mailing list of all agencies. The professional organizations should do that job for him. They should have a small but representative and very active committee in the Nation’s Capital, and possibly in the State capitals in order to collect, clear, and condense all necessary information and suggest reference material and give, if possible, examples of procedure in the form of monthly bulletins.

Organizations according to their particular interest should be continuously concerned with the reorientation of art education; they should concern themselves with sincere experiments to this end which may be initiated in different key schools. Such organizations should stimulate the preparation and distribution of manuals and the placing of reports and articles in national publications in order to speed up the broadest possible understanding of the complex problem. This is important now—it is now that such organizations should show why it is so difficult for art education to cope with wartime demands, to explain that poster programs and the painting of war subjects alone will never adjust its pedagogical principles to the needs of this war—and for that matter to the needs of the peace to come.

Our next question is: “What can art educators contribute in the community to the war effort?”

First of all, the type of work he is doing with the students will be carried into the homes of the students and the family will participate in the work, the family will argue economic points; altogether the school problem will become a citizens’ problem.

Secondly, the finished work of the students can be used as exhibition material, at public meetings, at adult education classes, and even for publication in the daily local press.

But there are more ways in which the art educator must be of use in his community, and this is especially true of the small communities. It is difficult for the Government to carry its directives and information to that small community efficiently—the art educator can help. He knows the value of visual education and knows the type of work needed for his community. He should make it a point to study this problem and suggest the plans he develops to the right authorities. It is not necessary to think in terms of billboards or posters in quantity. There are innumerable small stores in any community who need help to arrange their “war windows.” There is the local defense council, which does not know the immense value of visual education and needs guidance and assistance. There are in most communities some artists. They should find an opportunity to discuss their desire to participate and thus local art volunteer groups may become of real value.

And now to our last question—what can art educators contribute through official meetings to the war effort?

I believe it is necessary that art educators get together and exchange

experiences. I believe it is necessary that in a frank manner they point out to each other their mistakes as well as their achievements. But beyond this, I believe that a sincere approach and a sincere reorientation in art education will lead to a deeper understanding of the public's ability to perceive, and official meetings might draw conclusions valuable not only to the art educators concerned but also valuable to those Government agencies which need, especially in this time of war, complete understanding of public psychology.

ELMER STEPHAN

Art Education and the War Emergency

Our first purpose in a changing world is to show the student the interrelation of the arts. Keep the student informed on the broader meaning of this relationship. Show him that the industrial designer today is bending every effort and every talent he possesses to meet the needs of a great war. Art activities in a certain sense have been thought of as an isolated pigeonhole in the vast field of education. Now we have the best opportunity that has ever offered itself to demonstrate that there are no boundaries to this pigeonhole—that art in all its multiple forms is overflowing and all encompassing. It permeates every other activity. Life is impossible without it.

Today, through the Government's own Geodetic Survey Bureau and the Cartographic Division of the Army, hundreds of men are drawing day after day, using all the data supplied by the surveyor and transforming this data into artistic, and accurate maps, so accurate that the Army, the Navy, and the Air Forces can rely on the most minute detail for guidance in laying war plans. Do you see how the man with ability to represent graphically is guiding a nation at war? Your wartime art course of study should certainly present this thought to the students.

Recently, I took a group of 700 children whom I teach at the Carnegie Institute in Pittsburgh, and suggested subject matter.

The first of these lessons used such subjects as "Meaning of Defense," "Preparation for War," "Industry's Soldiers."

The second included actual warfare with such subjects as "In the Air and Under the Sea," "The Tanks Are Coming," "Battle of the Clouds."

The third of this series included subjects which predicted the future—"Peace in the End," "The Future World."

Let me assure you that if your lessons in illustration want to mean something today, your subject matter must be related to the everyday thinking of the child.

And how are we recruiting men for the Army, how are we advertising War Bonds and War Stamps? The posters designed by our artists are one of the strongest means. You have undoubtedly worked on such posters in your own community. In Pittsburgh we have men doing three types which I would suggest to you.

The first of these types is the purely patriotic poster. It usually contains a slogan from the speeches of great statesmen. It pictures an appropriate design.

These posters were reproduced in our trade schools and sent out to every school building in 1940-41.

The second type advertises the sale of War Stamps.

The third type of poster is propaganda for democracy.

In our trade school in Pittsburgh, the Commercial Art department has made a replica of the school exactly to scale, about the size of the average student's desk. This model has been painted and painted and painted in every conceivable pattern and color design in order to acquaint the student with the meaning of camouflage. A great deal of research was done in the library and wonderful results achieved. Some of these students may even be soldiers of tomorrow and will certainly have additional advantage with this study as background knowledge.

Then there is a most important form of art work now going on, which may not function completely until the war is over. I am referring to the immense art problem of city planning. Through our art course of today we can preach slum clearance, housing developments, the city beautiful of tomorrow because the Government, the architect, and the engineer are already at work. It is the business of the art teacher to guide the thinking of the child along these lines. The use of new materials is important, for whether you like it or not, the housing of the future will depend in its design upon the use and understanding of new materials, the creation of space so that sunlight, trees, and flowers will be every man's heritage.

When we realize that the world's great cities have been laid in ruins, then only will we visualize the work that art will play in the plan of the future, the new city beautiful. These must be not only new, but efficient, beautiful, more permanent. They must unite the meaning of the arts and bring more happiness to mankind. This is the message you, as teachers, should bring to your students.

VICTOR D'AMICO

The Opportunities for Art Education in the War Effort

With the vast resources of talent and energy latent in our American youth and so many opportunities for art to serve the war, it is curious that a solution for bringing these together should not have been sought earlier. Probably it is because the quality and variety of art ability among our American youth is not known to those who could use it. Schools no longer teach only perspective and drawing. Today young people are trained in painting, print making, lithography, motion picture making, photography, stage design, poster design, and display; in fact, in every known field of art endeavor. So far these abilities and skills have gone to waste in the war effort, even though both teachers and students have been clamoring to lend their efforts. This has been largely due to the fact that there has been no organization between those who needed assistance and those who offered it. It seems to me that a centralized source of information, closely related with a nationally organized plan of putting art education to work, would solve the problem.

This neglect of youthful talent has not only been a loss to the Nation's war effort, but has resulted in frustration and the lowering of morale of American

youth. We educators recognize that young people need a functioning role in society in order to secure satisfaction from life. Serving in the war effort would be an ideal solution and there are numerous opportunities for cooperation.

Young people can make posters to sell bonds, to educate the public on wartime behavior, to introduce campaigns, or for any other purpose desired by any Government agency. The quality of their work is often equal or better than that of many adult artists.

Young people can paint pictures for soldiers' barracks, murals for their mess halls or recreation centers, they can produce cartoons, prints, make exhibitions, photographs, motion pictures, illustrated pamphlets, to announce or further the objectives of any of the Government agencies, or for allied groups working toward the same purposes. They can make dioramas, models, relief maps, pictorial graphs, and the like, for the War Department or any other agency requiring such works. The result would not only abolish the frustration and give youth a place in the war effort, but it would kindle such enthusiasm and generate such activity as to raise public morale and unite youth within itself and with the adult effort beyond our greatest expectations.

We should recognize too that adults can be reached effectively through their children, thus raising the adult morale.

Art can also help to strengthen good will relations between our country and the Latin American countries by such examples as an exchange of children's art work, in conferences on teaching methods, in exhibitions on the costumes, resources, architecture, and crafts of the Latin American countries which could be developed by our students and teachers and circulated among our schools. Similar exhibitions might be prepared and sent southward. The esteem which we hold for Mexico and its traditions and the good will resulting have been due largely to the introduction into the United States of Mexican crafts, murals of Mexican painters, and the art work of the Mexican schools.

Painting, clay work, all plastic and tactile experiences will help to insure both young and old against the increasing mental and emotional hazards created by the war. The present tendency to reduce art in many of our schools is alarming and may produce tragic and irreparable effects. The war has changed the need for art from a cultural or creative need to an indispensable physical need. This seems difficult for laymen, budget makers, and even administrators to understand, but it is among the basic rules for mental health laid down by psychologists, psychiatrists, and physicians.

The applications of art to the war effort so far discussed consider only the immediate tasks and opportunities in which art may serve, but art education must not be merely a war measure, it must look and plan beyond the war to the peace and the events to follow. It must train many skilled hands and creative minds, for replacing those who are drawn into the actual conflict and for rebuilding the world after the war. We shall need all kinds of designers for designing machine-made goods, craftsmen and technicians for producing the goods, architects and landscape architects for planning and rebuilding cities in a new architecture, both industrial and domestic, painters and sculptors for decorating the architecture and for expressing and developing the new art expression which will surely come out of this war.

These are the purposes and possibilities of art education in the war effort as I see them and as many other educators see them. If we have not visualized the needs completely we should appreciate being informed of the true ones and how to achieve them. What we need most is direction and opportunity. Given those a greater force of creative effort will go into action than was ever given before.

C. VALENTINE KIRBY

Art and Art Education in Wartime

Commissions and advisory committees on education and the war effort agree that "the usual school opportunities continue to be provided."

Art educators everywhere must accept a great challenge, discard trivialities, gear functional art programs to the war effort and demonstrate that art is not a nonessential even in the present crisis. The visual arts offer one of the most, if not the most, effective means of publicizing the need of physical fitness, safety measures, conservation of foodstuffs and materials, and the purchase of War Savings Bonds and Stamps.

Finally, our art program will be worth while as it contributes to morale and through the joy of creative art experiences and visits to art museums, offers a release from worries and uplifts the dejected spirit. In the civilization for which we are fighting, the arts should flourish in a large measure.

EARL B. MILLIETTE

Art and Art Education in Wartime

With a full appreciation of the seriousness of the emergency, I am nevertheless alarmed at the utter exclusion of any consideration of the creative possibilities of the Arts to the war effort. The repeated emphasis upon training in the fundamentals of mechanics appeared to me to prepare our students only for the limited necessity expressed in mass production of the single operation type. Out of our great groups of potential workers and warriors there also must arise the necessary leadership to guide the effort to successful fruition. Creative vision must be given an opportunity to develop and those possessing this valuable quality must not be submerged in the panic of the moment. "Without vision the people perish."

If this is to be an all-out effort, then we have responsibilities in addition to those limited by the immediate mechanical necessities. Along with an important contribution to the preservation and upbuilding of morale, to the propaganda necessary for drives and information, to the therapeutic betterment of the nervous or maimed, the Arts should have an unusual opportunity to preserve and nurture the creative in the individual that will provide leadership now and restore the cultures of civilization when the peace returns.

DANIEL MELCHER

Music, Art, and Radio in the War Savings School Program

First let me point out that our War Savings organization is organized along State lines. There is a State Education Committee in nearly every State. These State Education Committees, working closely with their State superintendent of education, often initiate projects and publish material of their own in addition to drawing on the national office for help and material. Part of our function here in Washington has been to see that good ideas are passed along from State to State.

The national War Savings radio programs reach, of course, children as well as adults. But all of our education broadcasts—stemming from, or directed at children—have thus far originated locally.

Recently, for instance, high-school students in Texas presented three programs over their local station designed to persuade listeners to buy bonds directly from the radio station. They sold \$13,000 worth the first week. In Buffalo the same thing happened, resulting in sales of \$47,000. In various other cities school drama groups have presented a War Savings play distributed by this office entitled "You Can Count on Us."

We plan shortly to send a kit of school radio program suggestions, including dramatic scripts, suggestions for interviews, etc., to 500 cities—addressing in each city the local radio station, the superintendent of schools, the local War Savings organization, and a local radio education specialist. Needless to say, this kit may also be obtained on request to this office.

Reports from the field prove that effective radio programs may be developed in both elementary and secondary schools. In one city a grade school held—not a War Savings essay contest—but a spot radio announcement contest. Winning messages were chosen weekly, read by the authors, and transcribed for broadcast by the local station.

Any school system having the proper playing equipment may apply to the Education Section of the War Savings Staff for the slow-speed 16-inch transcription dials of the Treasury Star Parade broadcasts. These are good for about 30 playings.

The Music Educators National Conference is mailing to its members 25,000 copies of a mimeographed handbook of suggestions for the effective use of music at school or community War Savings events. This includes a suggested program for a School or Community Victory Sing. Copies may be obtained on request at the headquarters of the Music Educators National Conference or at our office here in Washington.

We can also supply on request the music for Irving Berlin's "Any Bonds Today"—also an arrangement for orchestra. We hope shortly to make other War Savings music available. Roy D. Welch of Princeton University, music adviser to Secretary Morgenthau, is working on a number of musical radio shows and some very catchy songs are a byproduct.

There has been an insistent demand from schools for good War Savings posters. We expect to put into the hands of city and county school superintendents enough copies of the poster by N. C. Wyeth to permit the posting of a

large one in every school building in the country and a small one in every classroom.

About the same time, every school principal in the country will receive his official invitation to enter the Treasury's "Schools-at-War" program—and posters announcing this program.

A colorful wall chart picturing and describing inexpensive items of military equipment will reach every classroom. The chart will give such information as: "Three 10-cent War Savings Stamps will pay for two sandbags for the Army."

A group of four posters by James Daugherty, the noted children's illustrator, will reach the schools. These are historical on the theme "They Gave Us Freedom—We Must Keep It."

In addition to supplying ready-made posters, we are including in a Teachers' Idea Exchange Bulletin directions for making in the classroom thermometer charts to record the progress of the class toward the purchase of enough War Stamps to pay for a parachute or toward whatever they choose to build.

LLOYD W. KING

Radio can be utilized by schools in the war effort: (1) by bringing to students the issues of the war; (2) by interpreting to students the current events and problems incident to the war; (3) by aiding in the guidance program through acquainting pupils with the different branches of service and their requirements; and (4) by assisting in developing united and patriotic feelings on the part of students.

Our experience in the use of radio prompts us to observe that assignments carefully prepared on programs offered during out-of-school hours prove more effective than the use of the radio during in-school periods except when an unusual program of national interest is presented.

PAUL BISSELL

Volunteer Posters (Special statement made at request of War Savings Staff, Treasury Department)

Some 2 months ago I organized a group of volunteers with varied artistic talents for the sole purpose of producing posters and displays in line with the general trend of war information as evidenced to everyone through the press and over the radio. We have found ample governmental direction to guide us in our work and at the same time we have achieved better results because we have kept ourselves free to develop our own program in line with our neighborhood's specific needs. We have generally taken some war theme already being directed by the Government and translated it into neighborhood terms. Then, by posters and displays, tried to sell that program to our neighborhood.

We call our plan "Volunteer Posters" and our membership includes artists, photographers, show-card writers, window-display experts, and volunteers who arrange for display space. Anyone is free to create a poster according to his own ideas. There is no censorship as to subject matter or artistic merit. The usual procedure is for the photographer to take some pictures and turn the prints over to several artists who make the completed posters. In this way, from the same photograph, we obtain several different posters each having a slightly different

approach. When the posters are finished they must be signed by both the photographer and the artist. We maintain full rights to "free speech" in our posters, but believe that with free speech goes the obligation of acknowledged authorship. They are then turned over to the volunteers who attempt to place them in display spots in our neighborhood. If the poster is in line with some war effort, we make every possible effort to have it displayed, whether or not the design or idea is liked by the group as a whole. This procedure eliminates all necessity for the censorship by the group, passing this responsibility on to the storekeepers, etc., who control the display spaces.

It is obvious that if this plan were used in schools, the burden of contacting the neighborhood to discover the needs would fall upon the teachers.

Problem 14.—The Mobilization of High-School Students in Wartime Services.

Officers of the symposium:

Chairman: A. CARROLL REED, Assistant Superintendent of Schools, Washington, D. C.

Vice Chairman: WILLARD E. GIVENS, Executive Secretary, National Education Association, Washington, D. C.

Reporter: HERBERT A. LANDRY, Consultant, Wartime Commission, U. S. Office of Education.

Presentations:

RALL I. GRIGSBY, Consultant, Curriculum Problems, Vocational Education Division, U. S. Office of Education.

PAUL E. ELICKER, Executive Secretary, National Association of Secondary School Principals, National Education Association, Washington, D. C.

WARREN W. KNOX, Director, Division of Secondary Education, New York State Department of Education, Albany, N. Y.

Panel members:

ISABEL DEBLOIS, Chairman, Program Division, Girl Scouts, Inc., New York City.

W. A. ROSS, Future Farmers of America, Specialist in Subject Matter, Agricultural Education, U. S. Office of Education.

ROBERT HOWARD, Educational Adviser, American Junior Red Cross, Washington, D. C.

WALTER W. HERKNESS, Student Volunteer Corps of Philadelphia,
Philadelphia, Pa.

EUGENE B. ELLIOTT, State Superintendent of Public Instruction,
Lansing, Mich.

Summary of Discussion

Unless the secondary schools mobilize effectively their students in war-time service, victory will be imperiled. This challenge is clear and unmistakable. It means that education as usual cannot continue. Existing plans and programs must give way to permit the schools to make an all-out effort. Total war is reaching into every classroom in the land. Every teacher and every pupil has a vital part to take in it. The talents and abilities of every student must be fully utilized to meet the needs of war. Every school facility and resource must be made to yield the most in the war effort.

In mobilizing for victory, the secondary school must organize so that:

1. Every student may be trained to render upon graduation his greatest service to his country, whether it be in the armed forces, in war production, or in the various essential services in the community.
2. Every student may make immediate war service contributions.
3. Every student may obtain a full understanding of the meaning of the war and its problems.

If secondary schools are to take their full part in insuring victory they must go much farther than they have gone as a group in converting to a war program. They cannot temporize in the emergency. During the past year many schools have participated in a variety of activities which have contributed to the war effort. They have cooperated in war savings campaigns, salvage drives, rationing, civilian defense, and other wartime service activities. Some have begun to give specialized work in aeronautics. Vocational training for war industries has gone far. All of these activities must go on at an increased tempo. Even more important tasks yet remain to be done. The secondary school must go to war, total war on every front.

Just as the production lines of the many industries have been converted to turn out products for war, so the "production line" in the school must turn out its human product geared for war. One of the first and one of the most important tasks of converting the secondary school program to a war program concerns the curriculum. If youth is to be adequately trained for war service, it is clear that the curriculum of the secondary school must be reorganized in the light of these demands. Those aspects of the curriculum which contribute directly to the war effort must receive the most important emphasis. Those aspects which are not so closely related must be displaced when and where necessary in order to insure meeting the new demands for special types of training for war service. The peacetime curriculum must of necessity give way to a wartime curriculum if the secondary school is to make its greatest contribution in achieving victory.

This conversion of the curriculum must, among other things, insure a supply of trained personnel for the armed forces, for the production, forces and

for the maintenance of essential services in the community. It is becoming exceedingly clear that the secondary schools must provide specific training in specializations of the modern mechanized army. This is dictated by the fact that every able-bodied boy now in the upper high-school grades is a potential member of the armed forces and that in the army itself 63 of every 100 men are specialists. Schools, therefore, must organize preinduction courses utilizing the content of the Army and Navy training courses designed for training in the specializations. Further, these courses must be made available to every boy that he may receive initial basic training in some general area of specialization which will permit the Army and the Navy to shorten the period of special training now required after induction into the service.

One of the important types of preinduction training which every high school must develop is in preflight aeronautics. The significance of this course is apparent when the part which aviation plays in modern war is considered. While it is agreed that air forces will not win the war alone, it is agreed that the size and effectiveness of the air forces of our country will be one of the most important factors in winning the war. Present plans of the Army and the Navy indicate that every member of the junior and senior class of the high school who meets the rigorous requirements, both physical and mental, for the air forces is a potential member of the flight groups of our expanded Army. There seems little doubt that as many as 30 percent of high-school boys upon reaching 18 will be needed for flight crew training. In the conversion of the curriculum, the secondary school has an important responsibility with this group. It must provide much of the basic training in preflight aeronautics, in science (particularly physics), and in mathematics. Accordingly, preflight aeronautics courses must be established where they do not already exist. Existing courses in physics must be adapted to air service needs. Likewise, courses in science and mathematics must be overhauled to meet the needs for this subject.

Special provision must be made for boys who are already in their last year and whose previous educational preparation in the fields of science and mathematics is limited. Every effort must be made to telescope as much as possible of the essential science and mathematics into short courses which may be completed before graduation. For boys in the junior year this will be somewhat simpler since their stay in high school will be longer. In general, the governing principle to be followed will be that of providing for these junior and senior class boys such supplemental training as is necessary that they may, in the remaining period of their stay in high school, obtain the maximum amount of basic training. This will need to be done even to the omission of subjects which in a peacetime program are considered important. The responsibility for giving the best possible preparation to these boys is clear and unmistakable.

Girls will take an increasingly important part in the war effort. One of their most important roles will be in the production lines of the war industries. Here, they will augment the rapidly expanding ranks of the industrial army as well as take the place of men who are called into the armed forces. It is also certain that girls will replace many men, now engaged in occupations which do not contribute directly to war, who are either called into the armed or war production services. It is highly important, therefore, that schools adapt their vocational training programs to meet the special training needs of girls.

In facing this problem of the conversion of the vocational training program to meet war needs an important fact must not be overlooked. From the present plans of the Army and Navy it is anticipated that most of the boys in the present junior and senior classes will, after graduation, be drawn into the armed services of their country. Accordingly, many of the vocational training courses now open only to boys must enroll their quota of girls, except where those courses prepare directly for service specializations in the Army. A definite priority will exist in these courses for qualified boys. Also, it is expected that the student personnel of existing courses providing training in occupations not immediately related to the war will be limited largely, if not entirely, to girls. Further, new courses must be developed to train girls to meet effectively new occupational needs both on the war production front and the home front.

It is not enough that secondary schools be mobilized to meet existing war effort needs as well as to train pupils for anticipated needs. Schools must also both continue and expand their efforts to acquaint youth with the meaning of war and its problems. This is highly essential if young people are to face the future realistically with better understanding. More than ever we must make sure that the youth of America has a full and deep appreciation of democratic living in contrast to the ways of the dictators that they may go forward in the cause of victory and humanity.

Provision for pupil participation in many war service activities may be made through the extracurricular program. It can provide a variety of activities in which pupils may take part. Some of these can be directly related to immediate war effort needs. Others can provide specific training which will be of value in future participation in war service. It is important that existing programs of extracurricular activities be scrutinized closely in the light of war needs. Some of the existing activities will find an appropriate place in a war motivated program. For example, such groups as model aircraft clubs, radio clubs, and first-aid clubs will find an important place. It is also true, however, that many existing groups whose programs are totally unrelated to war service will need either to be redirected into appropriate channels or be suspended for the duration. These will be replaced by organizations which meet the present challenge. New activities will be developed around the immediate wartime needs of the school, the community, and the Nation. Some of these activities will be a part of larger programs which exist outside the school. In such instances a proper liaison must be established with the responsible local, State, and national organizations. This is highly essential if the school is to make its most effective contribution and duplication of effort is to be avoided.

The secondary school must see as its goal the active participation of every student in some type of war service activity which functions through the extracurricular program. Each pupil should have freedom of choice in selecting those activities in which he wishes to participate. No single activity or small group of activities should be singled out for special emphasis or distinction. Each activity should be given its appropriate emphasis.

Students should be urged to select activities which are related to curricular training programs they may be pursuing in preparation for future war service.

For example, boys who are enrolled in preflight aeronautics training courses might well supplement the regular curricular offerings of the school which provide training in this area with extracurricular work, for example, in model aircraft, navigation, and radio.

The number and variety of activities which any school may include in extracurricular programs will of necessity be dependent on the size of the school, the leadership available, and the physical resources necessary. In small schools the activities will be few. Accordingly, they should be most carefully selected to meet the most pressing needs. Both small and large schools should take advantage of the sources of leadership which may be available either in the student body or within the community. A school without a qualified person to lead a group in radio may well take advantage of a qualified local radio enthusiast or repairman. Leadership for first-aid groups may come from local doctors or nurses who have an interest in youth. There are few communities in which schools will not find untapped resources of volunteer leadership which may make possible important contributions by secondary-school youth through the extracurricular program.

In developing an extracurricular program which is geared to war, every effort should be made both to give recognition to and to capitalize upon the existing war service programs of community youth organizations. Provision should be made for pupils in such organizations as the Boy and Girl Scouts, the Junior Red Cross, Future Farmers of America, and others to continue the work in which they are engaged. These organized groups should be given a place in the total organization so that they may retain their individual identities. Where possible the secondary school should make use of these highly organized groups to take the full responsibility for the development, under the guidance of the school, of specific sectors of the war program.

In many of the smaller schools the possibilities for the conversion of the curriculum to a wartime basis are limited because of the size, personnel, and scarcity of necessary equipment. In these schools many of the objectives of the wartime curriculum can be accomplished at least in part through the avenue of the extracurricular program. For example, a small group of boys interested in radio may, through participation in a radio club activity under adequate guidance, develop considerable understanding of the principles of radio communication—as well as become acquainted with the construction, operation, and maintenance of radio equipment. Such knowledge and experience would be exceedingly valuable as part of a basic training for service as radioman in the air, tank, or Signal Corps.

The secondary school must assume an important role in helping to meet local manpower shortages. This can well be one of its most important contributions. Already in some communities labor shortages are developing due to the demands of war industries and the drawing off of men into the armed services. As time goes on, this will continue to become more acute. The secondary school must organize to help meet these shortages with part-time work programs, cooperative education programs, and other types of organization. Every worker in a nonessential occupation who can be released for war-industry service by students made available through some plan of part-time work will bring us nearer to the

goal of victory. This is of great importance in those parts of the country where agriculture flourishes. Because of the disproportionate numbers of pupils in rural areas as compared to the numbers in urban centers, schools in the cities and towns must organize "land corps" which will be made available for food-production service when and where the needs arise. Secondary schools in urban centers must face this responsibility realistically and take vigorous steps to organize such groups. Students in the secondary schools in these sections if adequately mobilized will render great service by helping the country to reach the goals for food production. The ingenuity and resourcefulness of the school administrator will be challenged to the utmost to develop plans which will make this work program effective and at the same time meet the equally important challenge of the preparation for future service.

The manpower resources of the secondary school must be mobilized still further if the war industries are to be adequately manned. The needs for new personnel in these industries are being increasingly met by tapping the resources of women workers. The numbers of women who take their place at the bench or the machine alongside men grow at a rapid rate. However, before the full potential of these resources can be utilized, every community must develop its programs and facilities for caring for the children of these women workers during working hours. This will create an important channel of participation for high-school girls. They must assume an important role in the activities of these child-care centers. Here again the school must provide the organization which will permit girls to render this important service in the most effective way. Specific training in the essential elements of child care, nutrition, and related subjects must be the curriculum correlates of such a program.

Mobilizing the secondary school to meet the wartime needs is a problem which goes beyond the walls of the school. Such a program must take root in the larger community effort. It is important, therefore, that schools see their problem as a part of a larger problem. To coordinate fully the secondary school war service program with that of the community calls for the organization of some sort of community war service council. Such an organization with membership carefully selected by the school will serve as a means of integrating the program of the school with the program of the community. Also, it can provide a means for the obtaining of as much volunteer leadership as may be necessary and those materials needed to carry on effectively some of the activities in which pupils engage. Such an organization could also serve effectively as a means of protecting the school from undue pressures and exploitation by special interest groups.

The preceding pages have outlined the most important ways in which the secondary school can mobilize youth in the cause of war. It is not to be assumed that every possibility has been explored. This statement should, however, present a challenge to the school administrator. In addition it indicates, specifically, the avenues of attack. To accomplish all of these and others not included will require the best cooperative thinking and action of the whole school staff and the student leaders. Without exception pupils are eager to do their part. It remains for the administration to make possible the directing of this interest and enthusiasm into productive channels so that youth may make its greatest contribution to victory.

Digests of Presentations

RALL I. GRIGSBY

The Mobilization of High-School Students in Wartime Service

In his address to the Congress on the State of the Union President Roosevelt said last January: "When our enemies challenged our country to stand up and fight, they challenged each and every one of us, and each and every one of us has accepted the challenge for himself and for the Nation."

Early this summer a special committee of the U. S. Office of Education Wartime Commission began a general study of the problem of wartime student service organization in secondary schools. This committee held a number of meetings with representatives of the War Department and the Navy Department and with school officials in an effort to analyze the special problems involved in mobilizing students for wartime service. The report and recommendations of this special committee were presented to the Wartime Commission and unanimously adopted on July 22. They read as follows:

This total war in which we are engaged is a war of military combat, a war of production, and a war of ideas. Education has an indispensable part to play in each of these phases of total war. Its function is to prepare each individual for the thing he can do best to help in the war effort. Individual, as well as national safety depends upon the skill and effectiveness which each participant brings to his task. Education must help individuals to prepare for participation in all phases of the war effort and must not emphasize one aspect of participation to the exclusion of, or out of proportion to other phases. Victory will come as a result of giving each element in the prosecution of total warfare, whether in the sphere of military combat, of production, or of ideas, its proper place and emphasis.

This brief statement concerns wartime organizations, in secondary schools. Its focus is on student organizations, which to serve effectively in preparing youth for war service must be fundamentally related to the curriculum and courses of study. The Commission feels that the following general principles should govern the major school organizations for war services:

1. Opportunity should be provided through the schools for all in-school young people to participate in organized war effort.
2. War needs demand that many of the usual extracurricular organizations of secondary schools give place to carefully planned war service organizations and that other existing organizations substitute war service programs for their usual peacetime programs.
3. Student organizations concerned with the war effort should be under the control of school authorities who should also have a part in the initiation and formulation of plans for activities to be carried on through the schools.
4. All phases of war service should receive appropriate emphasis and recognition. The success of the total war effort should not be imperiled by overemphasis upon some activities and the neglect of other essential activities.
5. Each pupil should have opportunity to render the service for which he is best fitted, and which will make the largest contribution to the total war effort, in terms of health, maturity, and total responsibilities.
6. The war service programs and activities of school-sponsored organizations should be in accordance with policies established by the Federal Government.

The Commission recommends the establishment in each secondary school of a school-wide organization consisting of all pupils who are engaged in war services or are preparing for participation in the war effort. Membership in this organization should be open to all members of the school engaged in war services, such as civilian defense activities, war savings programs, salvage campaigns, food production and conservation movements, and to all enrolled in courses preparatory to service in war production and in the armed forces. Special emphasis should be given at this time to those organizations designed to provide adequate preparation for the air forces and the related supporting services.

The Commission further recommends that, to promote and meet the immediate needs of the Armed Forces, a policy committee to advise with the Commissioner of Education be established, with membership to include representatives of the Army, the Navy, the Civil Aeronautics Administration, and the Wartime Commission.

Acting upon this recommendation of the Wartime Commission, the Administrator of the Federal Security Agency requested the Secretaries of War, Navy, and Commerce to appoint official representatives of these departments to advise with representatives of the Wartime Commission and the Commissioner in the preparation of plans and proposals for "the establishment in each secondary school of a school-wide organization consisting of all pupils who are engaged in war services or are preparing for participation in the war effort." Those representatives were appointed and the National Policy Committee has now held several meetings, and has endorsed a plan for such student organization on a national scale to mobilize high-school students for war service.¹

The general objectives of the Nation-wide wartime high-school student organization will be to foster and promote:

1. Guidance into critical occupations and services
2. Basic training in science and mathematics
3. Pre-flight training in aeronautics
4. Physical fitness
5. Optional military drill where it can be *properly* conducted
6. Wartime citizenship training
7. Pre-induction training for the armed forces and preparatory training for war production industries and agriculture
8. Training for community services and essential community service occupations

The general plan will provide for a Nation-wide student organization of a comprehensive and voluntary character with an appropriate name and with attractive insignia.¹ Within the organization there will be certain divisions representing student interests in training for service in the armed forces, war production, and essential civilian occupations. There will also be in the organization suggestions as to how various extracurricular and out-of-school service activities may be related to the student organization.

In concluding my brief remarks intended to give some background for the discussion at this symposium, may I suggest that it might be most profitable to discuss, when opportunity is provided in the discussion period, the particular objectives aforementioned, which the organization of students for wartime service should properly implement. In any event the form of organization is less important than these curricular modifications which will enable the students now in high school to prepare themselves in very definite ways for carrying their part of the load up the steep incline to victory which lies ahead.

PAUL E. ELICKER

The Work of Student Volunteer Organizations in Secondary Schools

We are living in critical times and the 7 million boys and girls in our 28,000 secondary schools are a part, a vital part of our fighting power, our production power, and our total manpower.

¹ The "High-School Victory Corps," announced Sept. 25, 1942.

New national demands are being made of the educational forces continuously. Such plans as can be revealed indicate that the manpower needs of the armed forces are constantly being increased and that the total manpower needs for war production are equally great. We have heard at this Institute that millions of trained persons will be needed in 1943 and more in 1944. And it is evident and urgent that boys and girls in our secondary schools will be needed in increasing numbers for some kind of war service in the immediate future.

Schools all over the country are beginning to organize their curricular and extracurricular programs so that all school youth of secondary-school age are preparing for or doing some wartime service. More programs with such objectives will be developed in more schools this year. Education as usual cannot continue in this time of national peril.

The basic ways to mobilize all youth in our schools are through the curricular and the extracurricular activities of the school, both of which can be correlated and coordinated with community and national wartime activities.

School youth is eager to do his part and to engage in any wartime activity that promises an improved capacity through training and interest to give him a vital part now or later in the wartime program. Youth does not need to be urged to participate, but he may need guidance to turn his effort and to develop his interest so that he can give maximum service. Youth needs the opportunity now and school administrators should provide it through their present or revised programs of education as soon as possible.

Even in peacetime many local, regional, and national movements for youth are promoted in the schools by those outside the educational organizations, to regiment, to indoctrinate, and to organize youth in some way for the national welfare. Better citizenship, better Americanism, better patriotism, better democracy, and other abstract generalities are the usual programs of these lay groups and organizers.

Youth in these times may need regimentation and indoctrination in ways in which youth can serve country and our wartime society, but my proposal is for the constituted and organized educational institutions to initiate and control such a program for all youth in our schools. It may be advisable to use the resources, the interest, and the services of these outside organizations in some way in this total program, but always with the educational administrative authorities in control.

Time is short and school staffs are already called upon to give many services ordinarily beyond their usual program of responsibilities. In wartime, however, it is urgent that we utilize the total maximum manpower resources.

Although the total school program, curricular and extracurricular, needs adaptation so that the maximum wartime effectiveness and productivity is possible, these remarks must concern the school volunteer organizations, which are generally regarded in the realm of the extracurricular.

Our secondary schools have clubs and school organizations which grew out of the interests of students. Some are thoroughly established by past student leadership and by the kind of programs they have maintained. All such school organizations and many new ones to include more students should be initiated in all schools under the direction of the principal or some member of the

faculty appointed by the principal or superintendent who would direct the total program.

The names of some of the clubs and organizations on a volunteer basis will give evidence of their potentialities and possibilities for wartime service for school youth: War Savings stamps, Organization-of-Military Forces Club, Volunteer Junior Salvage Corps, Aircraft Identification Club, Model Aircraft Club, Home Nursing Club, Care of Children of Working Mothers Club, Recreation Assistance, First-Aid Club, Glider Club, Collection Club, USO Program Club, Junior Commandos Club, Conserve for Victory Club, Good-Neighbor Club, The Wartime Consumers Club.

Future Farmers of America, Fire-Warden Service, Junior Red Cross, Morse Code Club, Blood Donor Red Cross Club, School Correspondence with Alumni in Service, Messenger Service, Civilian Defense, and many others.

To provide such a program, school administrators must take the initiative. If necessary, the program for the mobilization of youth for war service must be justified to community leaders, the newspapers, parents, and faculty members. A good program, democratic in nature and promisingly effective, should and will receive community endorsement.

It will be desirable to canvass the special abilities of teachers and volunteer community leaders to have as capable adult leadership as the school and community can give to the student organizations.

It may be advisable in some communities to have a community advisory council to insure the co-ordination of the school's program with the community program. The school cannot continue to operate in an academic vacuum and give national or community service.

This School Council could combine with a similar faculty committee to consider all governmental requests for wartime service from our national and State agencies, such as the U. S. Office of Education Wartime Commission, State education departments, local and State offices of Civilian Defense, and others.

During this past year we had unforeseen national and local requests—registration, rationing, salvage programs, War Savings Stamps and Bonds. There may be additional requests this year. Schools should be prepared to receive such requests, to consider the best ways of giving effective service and of publicizing such programs and services wherever necessary. The volunteer services which the schools have given this past year have done more than any ordinary public relations program to quicken the realization of citizens of the community to the value of education.

WARREN W. KNOX

Student Training for War Service

We must win this war! We must smash the military power of the aggressor nations! We must fashion our democratic institutions into weapons which will make victory inevitable. We must have a democracy growing stronger and more effective as the war progresses, and we must insure the security of that democracy and the freedom for which it stands after military victory has been

achieved. In harmony with the national war objective our every institution must organize and function to the fullest extent possible. Particularly is this true of the American secondary school faced now with tremendous responsibilities for pre-induction training, vocational preparation, and community service.

Enrolled now in public and private secondary schools are millions of young Americans who must receive training basic to the national war effort, whether that be on the military, industrial, agricultural, or other war front. The student bodies of our secondary schools represent our largest and potentially our greatest reservoir of strength. Clear and unmistakable is the responsibility of secondary-school authorities for training this student population and for mobilizing the energy and enthusiasm of American youth to the end that they may play their part in winning the war. Long before Pearl Harbor the secondary school had enlisted in the cause of total defense, and now our school executives and teachers, loyal and generally well-equipped, are anxious to contribute their utmost to the prosecution of total war. Our school plants—buildings, grounds, and equipment—are dedicated to the war effort. A war orientation for the secondary school is being achieved and daily the direction becomes more clear to competent educational leadership. Yes, schools are aligning themselves inseparably with the war effort, but today's crucial situation demands an accelerated pace. Outmoded practices must rapidly be sloughed off as education as usual gives way to education for victory.

The constants.—In redirecting the secondary school program to meet war needs, schoolmen must recognize that programs effectively geared to peacetime conditions are in many respects well-suited to wartime purposes. This principle is especially valid for the elementary and early secondary years where basic education for all is planned to serve as a common integrating factor in American citizenship training. Fundamental in this training process is development of a command of basic knowledges and skills, transmission of a great cultural heritage, promotion of the elements of scientific knowledge, instruction in fine and practical arts, and creation of moral patterns for social living. Sound in peace or war are likewise many aspects of the continuing core of the curriculum for the upper secondary school years—the constants in English, social studies, and health. However, this basic program, the fundamental framework of secondary education, will be searchingly tested by the war and to be worthy of survival the program must, in some ways, be effectively redirected to serve wartime needs.

A redirected social studies program must give understanding of geographic concepts of the air age, knowledge of the effect of technology on ways of living, comprehension of the manifold economic activities of our war Government, and grasp of problems of the post-war world. These understandings must be secured for every secondary pupil insofar as his ability permits. Through general science the fundamentals of the scientific method must be taught along with elementary principles of sanitation and self-analysis of living habits. Wherever possible arithmetic problems should be related to war situations. Redirected English instruction must emphasize literature which links the United Nations and must stress communication techniques which will further common understandings. Spectator sports must be neglected and athletic participation for every pupil brought to the fore. In other words, the relevancy to the war situation of every topic in the curriculum must be studied by State and local

educators. Indeed, those school staffs which cooperatively study the total offering of their schools will find tremendous opportunity for building strength for war into the "constants" area of the school program. Such redirection will in no way interfere with specialized training of industrial, agricultural, pre-college, or pre-military character. On the contrary, superior core instruction will buttress specialized training.

The electives.—It must also be recognized that the so-called elective part of the secondary school program has much to contribute to the war effort. This is particularly true in the vocational shop area, in mathematics, in science, in mechanical drawing, and in other areas. Vocational education has set a splendid example in the organization and execution of emergency programs. Wartime courses in mathematics and science have been framed by the Council of Chief State School Officers and by many State and local school systems. Reorganizations, new content, and renewed emphasis upon important skills characterize these newer wartime programs in mathematics and science. Through vigorous effort existing elective courses have been well adapted to war needs; leaders in the field of education can further mold present offerings to fit the pattern of education for victory.

Pre-induction courses.—Within the electives area a new series of courses, designed specifically to meet wartime training needs, is being developed for the last year or two of the secondary school. Intensive vocational courses in machine shop, welding, blueprint reading, precision instruments, as well as Red Cross courses in first aid and home nursing are some of the more popular specialized offerings. In addition, some relatively new courses are receiving well deserved attention. Among these may be listed such courses as radio, aeronautics, navigation, meteorology, and cartography. Present manpower needs point emphatically toward giving pre-flight training to many secondary school youth and indicate the desirability of giving basic radio communication training to an even larger number of pupils.

Unless pupils have adequate foundational understandings in mathematics and science, much of the effectiveness of pre-induction and specialized courses will be lost, for there is close relationship between special work and the basic knowledges. The war has underscored the need for functional competence in mathematics and science. If foundation knowledge is lacking, it must be supplied in the form of intensive emergency and refresher courses offered to pupils in the last year or two concurrently with such courses as aeronautics, radio, and other important pre-induction courses. Indeed, for some pupils it will undoubtedly be necessary to modify the constants requirement for the last year of work, retaining only American history and health and physical education, so that these pupils may give concentrated attention to the intensive war program.

Extracurricular activities.—In the extracurricular field the entire student activity program, both with respect to learning and service activities, should be of wartime character. A wartime student organization, as recommended by the Wartime Commission of the U. S. Office of Education, should serve to mobilize the energy and enthusiasm of youth, to give recognition to important services youth performs, and to supplement regular classroom instruction, pre-flight training, for example, with important group activities. Activities appropriate to the wartime student organization would include salvage; auxiliary labor

service; cooperation with USO, Red Cross, and OCD; conduct of assembly programs in cooperation with the Office of War Information; pre-induction guidance; maintenance of contact with youth entering the military branches; provision of discussion programs centering on war and post-war problems; conduct of surveys of fact and opinion; maintenance of war information centers; and provision of activities of a military value.

Administration.—To be effective, a wartime program in secondary education must be courageously administered. No real or imagined obstacles should be permitted to interfere with the introduction of a sound and timely war education program. The guidance function of the secondary school must be more comprehensive and more effective than ever before. It must not be narrowly vocational in character but be directly concerned with wartime training needs and manpower requirements. Teachers must be retrained and given new assignments. Courses that do not meet the test of wartime must be dropped, and new courses added to the curriculum. Outmoded systems of units, credits, and schedules must give way to more intelligent and more carefully balanced programs. College entrance bugaboos should be forgotten. College authorities are now engaged in orienting their own programs to the war effort and are universally willing to make any necessary and valid adjustments in their entrance requirements. Arbitrary and traditional maximum pupil loads of four subjects, five periods per week must be abandoned. With every regard for the individual pupil's welfare, the secondary school must insist upon intensification of school effort in terms of more work and better work. The attitude of some defeatists that a large proportion of our secondary school youth cannot be expected to attain reasonable standards of competency must disappear. All children in a democracy must learn at the full rate of their capacities.

General educators must remove their ostrich heads from the sands of time and realize that vocational and technical training programs must be given their rightful place in the curriculum. Vocational educators, on the other hand, must cease to hide their inferiority complexes under a self-imposed cloak of infallibility, abandon their inflexible Smith-Hughes formulas, and relate their programs to the basic foundations provided in general education. Teamwork and an alliance of the best elements of general and vocational education will provide the ideal framework for a wartime or peacetime secondary schooling.

The greatest single obstacle to progress in developing a wartime program in the secondary school is lack of consistent information regarding policies of Federal war agencies. Conflicting points of view have been expressed by representatives of various branches of civil and military authorities. Is it asking too much to request that all matters pertaining to wartime or pre-induction training in the secondary schools be cleared through one central Army office and one central Navy office? Is it presumptuous to demand that programs emanating from educational branches of various Government bureaus be channelled to the States directly through the U. S. Office of Education—the one governmental agency which is at once close to Federal policy formation and to State educational authorities? Will the war effort be hampered if manpower needs are clarified and presented concisely to educational institutions concerned, provided that no information useful to the enemy is revealed? Is it subversive to indicate that contrasting policies of pressure recruiting on the one hand, and

selective service procedures on the other, confront youth with psychological conflicts which make it extremely difficult for young men to concentrate upon foundational education so necessary in the war effort?

Summary.—Education for victory suggests, then, a five-point program:

1. There must be complete mobilization of secondary school personnel and physical facilities to the end that school programs and Federal war policy may become completely aligned.
2. Education for peace, though in many respects well adapted to a war situation, must be redirected. Such redirection calls for adjustment and revision of existing courses in the constants and electives areas of the curriculum, emphasizing learning activities important to the war. Redirection likewise demands introduction of emergency courses in fundamentals of mathematics and science and special pre-induction courses in vocational, military and general service areas.
3. Through a student wartime organization which functions both within individual schools and among all the Nation's secondary schools, there must be developed a sense of youth morale and there must be created procedures for effectively utilizing student resources in cooperative war service activities.
4. War is a national problem and training for war must be national in character. This wartime training program must be developed and administered by duly constituted local, State, and Federal authorities. Federal authorities must unite in transmitting to America's secondary schools, through the U. S. Office of Education, consistent proposals and policies appropriate to the schools' educational programs. Alignment of local school programs with the national effort can be achieved with the aid of a Federal educational leadership which relies upon State and local administrative units to develop procedures in harmony with national goals and adjusted to local situations. Public, quasi-public, and private groups, concerned with influencing educational planning, must confine their efforts to proper spheres, transmitting such requests as they may care to make to those responsible for educational programs. School authorities may properly enlist the services of advisory groups to the end that proposals affecting wartime education may be given due consideration.
5. Finally, every teacher, every administrator, and every pupil must develop relentless vigilance against a totalitarianism and must dedicate themselves completely to prosecuting the war with all the weapons in the arsenal of democracy.

ISABEL DeBLOIS

The Girl Scouts

The regular Senior Service program has provided a means for older girls to take part in activities related to war service. This program gives a new emphasis to activities which have always been a part of scouting. Girls who are members may serve their community in child care, nutrition, transportation, communication, and recreation activities.

A new addition to the program, Wing Scouts, gives an opportunity for exploration in the field of aviation. Through this program girls become acquainted with the fundamentals of aeronautics.

The local Service Bureaus have served as clearing houses where girls qualified in various community service activities are made available to meet calls for community and war service needs.

W. A. ROSS

The Future Farmers of America

As with most existing youth organizations, the Future Farmers of America have answered the call of war. Already well organized, it was not difficult to direct additional efforts to wartime activities. Its local chapters have taken an unusually active part in stamp and bond sales, and scrap collection.

The peacetime program of the Future Farmers of America, concerned as it is with food production, is doubly important in wartime. Accordingly, this major goal has not been lost sight of in the efforts to make immediate contributions to other fields of the war effort.

ROBERT HOWARD

The American Junior Red Cross

By its very nature the program of the Junior Red Cross has helped to meet many war needs. First aid, home nursing, accident prevention, and water safety all play an important part in wartime. Local chapters are able by virtue of organization and leadership to take an active part in the war effort programs developed by secondary schools. This they will continue to do, redoubling efforts to make even greater contributions.

WALTER W. HERKNESS

The Student Volunteer Service Corps of Philadelphia

In Philadelphia, over 500 high-school boys and girls volunteered for summer service to further the war effort. These students served in many capacities in various community social and welfare organizations and with the local office of civilian defense. Having demonstrated its value, the program will go on this fall on a much larger scale.

EUGENE B. ELLIOTT

The Michigan Plan

A war council has been created including in its membership the executive secretary of the Michigan Education Association, the administration of the defense council, the educational head of the WPA, a representative of the School of Education, and members of the divisions in the Department of Public Instruction. This body serves to recommend desirable war effort projects, as well as such adjustments as need to be made in the school program to gear it to war needs.

Through this group, impetus was given to the formation of student war councils in many elementary and secondary schools. These councils have assisted in sugar rationing, promoted scrap campaigns, organized first-aid and health programs, promoted model airplane projects, helped organize air-raid drills, and helped secure students for farm work.

Problem 15.—How Can the Educational Activities of Children and Young People Help Win the War?
(Areas of Attention: (1) Financing the War, (2) Conserving Resources, (3) Supplying Goods and Services.)

Questions raised for discussion:

1. What educational principles should be observed in determining the role of children and young people in carrying on activities helpful in winning the war?
2. What growth values to children and young people should be expected through activities related to the present crisis?
3. How can the possible ill effects upon the emotional life of children from war be safeguarded through having an active part in winning the war?
4. What are the techniques for helping children to discover and propose activities needed in the war effort?
5. What are the techniques for making effective the contribution of children and young people in winning the war?
6. How can activities already in the school program be utilized in the war effort?
7. How can the school be helped in further relating its programs to the community war efforts?

Officers of the symposium:

Chairman: RUTH HENDERSON, State Supervisor of Elementary Education, State Department of Education, Richmond, Va.

Vice Chairman: EDWIN W. BROOME, County Superintendent of Schools, Montgomery County, Md.

Reporter: MARIS M. PROFFITT, Educational Consultant and Specialist in Industrial Education, U. S. Office of Education.

Presentations:

HOMER W. ANDERSON, Consulting Expert, Educational Unit, War Savings Staff, U. S. Treasury Department.

LORING A. SCHULER, Assistant Supervisor, General Salvage Section, War Production Board.

PAUL R. YOUNG, School Garden Supervisor, Board of Education, Cleveland, Ohio.

LIVINGSTONE L. BLAIR, National Director, American Junior Red Cross, Washington, D. C.

Panel members:

ROBERT EAVES, Principal, Thomson School, Washington, D. C.

NANCY LARRICK, Editorial Section, War Savings Staff, U. S. Treasury Department.

EVA PINKSTON, Executive Secretary, Department of Elementary School Principals, National Education Association, Washington, D. C.

HARRY STACK SULLIVAN, Psychiatrist, Washington, D. C.

R. LEE THOMAS, Supervisor, Division of Elementary Schools, Department of Education, Nashville, Tenn.

JOHN A. YOUNG, Superintendent of Schools, Bridgeport, Conn.

Summary of Discussion

High spots in the discussion which followed presentations by Government spokesmen emphasized the relationship of wartime activities to the ongoing program of the school. The idea was expressed that the important contribution of education in any man's age and in any day in any community is to meet the problems that concern living in the community at that time.

Although all such problems have long-time aspects, school people need to get the fundamental point of view that our job is to meet the problem that is facing us today—men, women, and children. While we are attempting to win the war we as teachers can use the best psychology we know, the best sociology we know, and the best methods of teaching the subject matter. The various activities through which children and young people can help to win the war which were discussed by Government spokesmen can be used to put life and reality into social studies, reading, mathematics, health, and nutrition and at the same time make a decided contribution to the war effort.

Teachers must have specific recommendations for those very tangible things that we must do now and that we must do as a separate job because we haven't time to do it in any other way. But we ought also to be working on constructive programs whereby we can help to develop a really sound educational program which will have the essentials as of today, and will weed out those accumulated things which no longer fit.

Quite often a program depending very definitely upon education for its success, certainly ultimately, does not consult the educational specialist or adviser, and it does not regard his contribution of sufficient merit to condition the basic planning of the major part of the campaign. Therefore, too frequently the educator comes in and is asked to rationalize in terms of education and schools, what someone else has advised and imposed, which might have been planned as a very astute and very fine education program had they had the say in the early days. The greatest failure of the present emergency programs, and probably the greatest failure of all programs which have emergency elements in the long-term problem, is that those who are the educational advisers and experts haven't had the chance through the years to say, "This is the way the child grows, this is the necessity to relate this special information to the

general environment, and this is the citizen that must serve in the democracy that we hope we are helping to build." Those in charge of emergency situations go ahead in their specialties and evolve a program and come to educators too frequently to write the last chapter of the book, namely "Implementation Through Education," which is the last chapter of hundreds of Government publications.

Certain values concerning War Savings Stamps and the war savings programs can very readily be put into such vivid focus that unless some general attention is given to the educational processes, we may actually be trying to change the character of the American scene in a fashion that we may presently regret very deeply.

There can be some very bad results, educationally speaking, if we shift to children a responsibility that is *really* a grown-up responsibility. Although this is not advocated by the Treasury Department, it is true that there have been too many illustrations of the teacher putting up a chart in the room to see who buys the most stamps. In answer to this complaint a representative of the War Savings Staff of the Treasury, said:

We have tried again and again to eliminate that, and in a few instances where we have had specific cases, we have tried to send a representative to eliminate the element of competition. I think we ought to bear in mind that the real objective of the war savings program in the schools is not first the sale of stamps. The program can never be measured in the amount of stamps sold or the amount of progress or even percent of participation. It is the understanding of why savings for present emergencies and for future security and why removing surplus money from possible purchase of nonessentials will aid personal and national welfare, that is important. We are trying to urge that emphasis, and we plead with the teachers to cooperate with us in this real objective.

We can split up the problems that we have discussed today, and others that come over the hill, and see how much of that problem can be contributed to by teachers as they teach traditional subjects. How much can arithmetic, geography, and civics contribute? There is a lot more that can be contributed without changing the name of the course. The question is here raised: How much can be subtracted from the programs going on outside in which children engage, that can be made to contribute to those classes? A third question may be asked: What about the whole child—not the English or the geography child, but the whole child—and to what extent can these programs be planned so as to involve the whole child? Connected with this question is: To what degree can the school assume responsibility for directing the whole child as well as the geography child and the arithmetic child? We need to do a better job of planning in terms of education.

Many of the activities proposed involve on the part of children and young people learning techniques for evaluating and arriving at decisions. This experience gives them a solid base on which to judge, act, propose, and participate. The whole process is the job of education.

Three techniques need to be observed in providing opportunities for the growth of children. One is the technique of survey. This is one thing children can do with the teacher, and with the course of study builder, and with the curriculum maker in adapting the school to life as it is now. The children, themselves, can discover many of the experiences that will lead to learning if you will allow them to analyze the steps of making a survey and putting them into

use. The second step is use of expert opinion. This includes obtaining the opinion of someone in a position to be a source of information. The third technique is that of relying on our own experiences from which insights can arise and thus put us in a position not to be commanded to do things, but to further our own proposals. These three techniques are offered as of possible use in making the discovery of what the schools can do at this time.

Educators present approved the slogan "Save, Serve, Conserve," but emphasized that this is not a new idea. Rather it is one that has been proposed by schools for themselves in the past. It has been given both reemphasis and new emphases in relation to wartime activities of children and young people.

Digests of Presentations

HOMER W. ANDERSON

Financing the War—Educational Values in Participation

From the inception of its school program the War Savings staff has believed that saving is best regarded as an activity which helps to complete the learning process. It is an especially valuable activity because it serves a real and necessary purpose; it is not an imitation of the activities of adults. The money of children and young people helps to provide arms for our fighting forces just as surely, if not in such large quantities, as does the money of adults. There is scarcely a child who is not stirred by the thought that his money helped to build a life raft which saved the lives of fliers shot down off the Solomons. Such knowledge cannot fail to make one feel his unity with the rest of us who are this Nation, and by so doing make him a better citizen.

To regard the schools as merely another sales agency would not only do a violence to education, but would actually limit the scope and effectiveness of the activities of students in helping to win the war. The actual buying of stamps or bonds should be, in a sound War Savings program, the nucleus—the dynamic center to which many activities trend and from which other activities spring; activities which, directly or indirectly, help to win the war by helping to finance it in the soundest possible manner.

In schools which actually sell War Stamps, the management of the money provides excellent training for the students who participate—those who actually do the bookkeeping and make the transactions. The promotional activities connected with stamp sales—and with bank savings for purchase of War Bonds—make possible a much wider participation and are much richer in value.

A War Savings program will be much more effective, both educationally and financially, if students influence one another. In schools that have publications there should be regular publicity on War Savings written by students. Need I point out that this is excellent training in journalism? Making and decorating booths and providing posters and displays will not only help to increase the volume of War Savings; it will provide an outlet for the creative energies of students, and opportunities for the practice in the skills which the school attempts to give them. War Savings also provide an excellent group activity for student clubs and organizations which in normal times raise money

for rings, trips, and other expenditures which in wartime become unpatriotic luxuries. There are, besides, many war activities which help to promote War Savings. Salvage campaigns do so directly, for they provide money that may be used for War Savings. Consumer activities related to price control play a more indirect but none the less valuable part. The influence of students upon one another can be very great.

Any child or youth who really grasps the principles of democracy will want to do something to preserve democracy. Buying War Stamps is one important thing everybody can do. Any student who glimpses in the future an era of prosperity with justice, and who realizes that War Savings can help this vision to become a reality, will want everybody to buy stamps and bonds. To accomplish this end he will want to be able to tell them why they should invest their money in this way.

Being able to give the reasons for War Savings is especially important in making real the potential influence of the school upon the community. In an enlightened democracy, informed patriotism is the motivating force, as contrasted to the blind, savage faith of the people under dictatorship. Every teacher who can spread among the members of his or her circle an understanding of the true nature of the War Savings program, and its present and future benefits, is fighting democracy's battle as it ought to be fought on the People's Front. Every student who adds what he learns about the economics of war to the practical wisdom of his elders, is well on the way to doing his full share.

I will close by saying that the War Savings Staff is proposing plans this fall for a program intended to get the most from these fertile relationships between war knowledge and war activities. It is called SCHOOLS AT WAR. Its mechanism is simplicity itself. Each school willing to participate will record in a scrapbook the living, growing story of its war activities. Each participating community electing to do so will hold a Schools At War Exhibit in which the activities of the children and young people are brought before the public. From local exhibits a State exhibit may be selected. From the State exhibits the best can be selected for a national exhibit. Each participating school will be given a citation for distinguished service by the Treasury Department. The schools of each State will be presented jointly with an heirloom of democracy to symbolize and commemorate their wartime service.

The purposes of this program are two: First, the reporting of war activities and fitting them into a pattern, which I believe will help students to see them as one whole made of many parts, each part serving the others and all serving a common purpose, namely, to win the war and the peace to come. Second: The Schools At War Exhibits and the ceremonies attending the presentation of the certificates and the awards to the States, will go far toward making the public understand that education is one great arm of the civilian service, coordinate in importance with industry and agriculture.

LORING A. SCHULER

Salvaging Critical Materials—Educational Values in Participation

I am going to tell you something of the plans that are being made for the salvage campaign by 30 million school children, which has been prepared by the

Conservation Division of the War Production Board and endorsed by the U. S. Office of Education. However, before doing that I wish to indicate by example some of the needs for salvage campaigns.

I was in Houston recently. Houston has not been a steel producing town, as you know. It has been an oil town to a large extent. There is, however, below Houston on the old ship canal, a big steel mill. I found four open hearth furnaces running and three more in the process of construction. A complete rolling mill was in operation, turning out structural steel rods, plates, and so on. As I went around through the mill and outside, the manager and I finally came to the scrap pile out in the back which looked like a mountain of metal. I said, "Well, you haven't any very great problem on material." He said, "No, it wouldn't look as if we have, and yet we use not one single thing in the manufacture of our steel but scrap. That little pile over yonder is the limiting factor in our operation, because that is Number 1 melting steel, and we must have Number 1 melting steel for 85 percent of the charge that goes into our furnaces. In all the months that we have been in operation, we have never had more than 2 or 3 days' available supply."

There is the picture that we have in front of us. Our steel mills all over the country are deficient in the supply of scrap that they have for their operation. Good steel is at least 50 percent scrap and 50 percent pig iron. That is the kind of steel we need for ships, tanks, guns, and other materials of war.

We have been in operation in the Conservation Division of the War Production Board since last winter, collecting all the scrap materials possible. We have had various programs that have been very successful. So far we have managed to keep the mills in operation. Right now in many of the States, we have on what is called the "National Scrap Harvest," which is bringing in material from the farms. We have State drives and city drives bringing in from the homes, the farms, the small industries, and the big industries—railroads and others—quite an enormous amount of scrap. But this metal salvage must go on for the entire duration of the war. It is becoming a factor on which we win or lose. There is no question about that whatever. And now, right at this particular time, is a very critical period in this situation, because scrap cannot be collected in the North after snow flies.

Knowing the experience that has been had in a number of places, we decided to put on a national scrap drive by the school children of this country. In this plan which has been prepared, there is nothing particularly original. Quite frankly, we have taken material from successful drives put on by school children in various parts of the United States.

For instance, I went into Stephens County, Okla., where last March a very successful rural drive had been put on. Stephens County isn't a particularly prosperous county, nor a very big county. It is almost entirely an agricultural county, with only two or three small towns. In three weeks' operation, however, the school children of Stephens County brought in 700 tons of scrap iron and steel, which is an enormous production for any community and particularly for a rather poor rural community. There were many things in that drive, put on in Stephens County, that were applicable to rural counties all over the United States, so we have incorporated them into drives we are proposing.

Memphis, Tenn., had a very successful city drive for school children along in the spring, which I also studied. I spent quite some time with the Superintendent of Schools, who directed it, and learned from him what he thought were the reasons for success and also those points that he thought should be more greatly emphasized in a new campaign. For instance, he suggested that the school children, the teachers, and the superintendents all be organized on a straight-line military basis for the purpose of the drive, to stimulate the attention and the patriotism of the youngsters. We have run into this very frequently in school drives that have been put on. Little tykes will say, "Well, my big brother is over there in the war. I want to do what I can to help." There is a great spirit of patriotism among the youngsters. It is one that has got to find an outlet somewhere, and this scrap drive, this scrap collection, is without doubt the greatest opportunity for youngster and general civilian participation that we have in the entire war effort.

This school plan is an elastic thing, as we have written it. It calls for certain specific programs to be carried through . . .

There are various questions that are left optional, one being the matter of money. We recommend, of course, that all scrap collected be sold. That is for various purposes, because the scrap all goes into the hands of the dealers, as I will explain to you in a moment, and we don't want to give them undue profit. We think the profit, if any, should go into the schools or into the hands of the children themselves. It is left optional whether the money that is received from the sale of the scrap shall be used by the school itself, for some purpose outside the school that may be a war need, or whether it should be distributed to the children themselves. We have left it that way because, in rural areas particularly, and in some of the poorer areas of the city, it seems always desirable to let the children themselves have any money they may be able to make by bringing in scrap. But we specify in the program that they shall never be paid in cash, but always in War Stamps or in Bonds, thus serving a double purpose, of course, in having their investment go directly into the war, as well as their effort.

There will be various radio programs, and we have it arranged with many of the programs that are addressed particularly to children, so that all of them will be concentrating on the salvage drive during the 2 weeks of this campaign.¹

We are calling these 30 million youngsters who are going to enlist for this drive, the "Junior Army" of the Third Front of the war—the First Front being, of course, the actual fighting front, the Second Front being the production line, and the Third Front being supplying materials. This is the Junior Army of the Third Front.

PAUL R. YOUNG

Conserving Educational Resources in a School Victory Garden Program

The organized Victory Garden movement is considering this year's efforts as merely a dress rehearsal for a bigger and more effective program in 1943, and

¹ Opening date, Oct. 25, 1942.

for as many years as necessary. Since gardening will help win the war by supplying needed food, children can certainly play a real part in the war effort through well-organized school garden projects. Here, then, is a war program for schools which can be accepted without reservation because it not only can make an appreciable contribution to the war effort but it can serve as an effective means of education for the children who participate. Properly conducted school gardening conserves, by using efficiently not only horticultural or natural resources, but personal resources and educational resources. It truly "kills two birds with one stone" by advancing the interests of education and at the same time helping produce needed food.

For a good many years we have been working to develop a sound and effective school gardening program in Cleveland, because of its educational value to our youngsters, and now, even though we recognize the added importance the war has given to the tangible products of our gardening, we are not forgetting that the boys and girls are the ultimate objective of it all, and we are still planning our program for their benefit.

I feel strongly that unless we recognize and utilize the tremendous educational values in school gardening we are guilty of serious waste of an educational resource valuable at any time, but now made doubly so by the opportunity it provides to aid in the war effort. In the last war too many school people fostered war gardening projects solely as an attempt to produce some food, and with little recognition of any educational values for the children. The results were not what were hoped for because the emphasis was on the wrong thing. A school gardening project organized to provide experience of value to the youngsters is far more likely to produce something tangible for the war effort than one aimed only at the tangible product.

The case for gardening in the schools can be summed up in a few sentences. It qualifies for a place in our educational program on the points of native interest and of certainty and frequency of need. It contributes largely to character training and social appreciations. It provides work experience with both avocational and vocational values, basic experiences in informal science, and an opportunity for creative expression. It also produces tangible products which are of special value in this wartime emergency and always of definite economic and social value.

We now come to the practical part of the discussion—*how* can gardening, or Victory Gardening, be made a part of the curriculum? The suggestions I am about to offer are based upon what is being done successfully in Cleveland. Much of what we are doing could be done more easily in a small school system.

First, the simplest means of bringing gardening into the school program is through the teaching of lesson units in science which are at once science and gardening, and adapted to the limitations of the classroom. Science in the elementary grades is properly an interpretation of the child's environment in terms he can understand. Plant and animal life are key portions of that environment and many expressions of them can be brought into the classroom without loss of setting or of reality.

Obviously this sort of gardening instruction does not meet the wartime need for production, but it creates, according to our experience in Cleveland, a

very sound background for gardening practice. Science units of this sort which we have found both feasible and valuable include the following:

For Primary grades—Characteristics of Plants in Fall and Spring; How Plants Grow; Plant Products (vegetables, fruits, nuts, wood, fibre, etc.); Bulb Planting; Seeds and Seed Dispersal; Identification of Spring Garden Flowers.

For Upper Elementary grades—Identification of Common Garden Flowers of the Late Summer; Care of House Plants, Shade Trees; New Plants from Old (propagation); Rocks, Minerals, and Soils.

We are now working to develop some junior high science units on Improving Garden Soils, Garden Pests and Their Control, Lawn Making and Maintenance, and Shrubs and Trees for Home Planting.

Gardening taught as an integral part of science in this manner is both logical and practical. It helps to tie all the science to reality as the child sees it, and in so doing it makes easier the job of the science teacher. It calls upon the teacher for little that suitable science preparation plus practical gardening experience does not provide. It involves no burdensome expense and no difficult adjustments of program to make way for a new subject. It brings gardening contacts, even though limited, to all pupils.

With this classroom garden-science as a basis, actual gardening outdoors appeals to the pupils, whether they do their gardening at home or in school-sponsored tracts. Both methods are in use in Cleveland with eminent success. From the standpoint of expense, problems involved, number of pupils who can be served, and general feasibility under average school conditions, I feel quite definitely that the home project program is to be preferred. This is especially true for the initial year or so.

The primary considerations in such a school-home project program are (1) definitely specified garden plans with provision for furnishing the needed seeds and plants to the children enrolled, (2) adequate instruction, and (3) some home supervision.

My own experience leads me to conclude that a really successful home garden project program requires specified garden plans for the youngsters to follow and the furnishing of needed supplies, for a minimum fee, to those who enroll. When this is done the project becomes definite both for children and parents.

The second of my primary considerations was "adequate instruction." This is fairly simple when all children are conducting similar projects. We include it in the elementary science program, as definite units in grades 4, 5, and 6. Lesson material which we have found to be practical, teachable, and effective has this year been brought together in booklet form for a pupils' text. This series of lessons covers the fundamentals of gardening which pupils must have in order to grow a garden reasonably well, such as Using a Garden Plan; Preparing the Soil; Planting Seeds and Plants, Weeding, Cultivating, Thinning; Controlling Insect Pests; and Pruning, Staking, Harvesting. All pupils get this instruction even though they are not enrolled for gardens.

The third primary consideration is home supervision. Lack of it is a rock upon which many home garden project programs have been wrecked. A certain amount of it is essential, but it can become unduly expensive unless limited. We have found that a program of two home visits during the summer

is satisfactory, and strikes a reasonable balance between cost and what might be educationally desirable.

If at all possible, the regular school-year teacher should do the home visiting, with pay on a per diem basis, or per visit. This eliminates lost motion in getting acquainted, and goes far toward almost insuring an educationally effective visit.

In Cleveland, we employ each summer about 100 of the science teachers for this home visiting of their own pupils who have enrolled for garden projects. Pay is \$4.50 per day of 24 visits, which low rate insures that only teachers really interested do the work. It is not required of science teachers, but most of them want to do it and follow through on the home phases of the work they start in school. The time required depends upon the number of pupils enrolled, but is only a few days at most, and seldom interferes with other summer plans.

All of these considerations which I have applied to a school-sponsored home garden program apply with equal emphasis when pupils do their gardening on a school-owned or controlled tract. In addition there are many more considerations which arise from the fact that the whole enterprise is carried out under school sponsorship, with emphasis on such aspects as soil preparation, protection from vandalism, transportation of pupils, scheduling of work during the summer, tools and tool storage, teaching service during the summer, and others.

While we have found these problems by no means insuperable, and while we recognize that pupils get more education, more production, and more enjoyment out of group work on a tract, I still think that a home program is most feasible in the majority of instances when the work is being undertaken for the first time.

LIVINGSTONE L. BLAIR

Supplying Goods and Services Through the Junior Red Cross

It seems that for the purpose of our meeting, we have one question, at least, in the beginning. It is accepted that children and young people can help win the war. We know they are going to be asked to do many things. Now our problem is, which of those things are appropriate for them to do and in what ways should they be done to give the greatest assurance of sound emotional and educational experience?

The next question is: Can the essential development (the job of education is to educate, after all) and the training of skills, habits, and attitudes go forward if boys and girls are going to be asked to make these contributions to the war effort? Of course, my answer to that question is positive: Yes, they can make the contributions, and the essential job of education can go forward.

But I am sorry to say—and it is not diplomatic to do so—that I do not believe that in Washington, D. C., there are organizations or agencies existing today which can completely protect the schools from the Pied Pipers. I believe that it must be done largely at the local level. I see no way by which we can expect the U. S. Office of Education to be so aware of each plan, national or Federal, or the National Education Association, or the American Council on

Education or any other agency of that sort to be so aware of all of the schemes and all of the plans of all of the national and all of the Federal agencies that protection can be assured by them. It is, therefore, largely the responsibility of State and local school administrators and of the teachers to see to it that each of the jobs to be done by boys and girls is done at the least cost to the essential educational job to be performed.

It would be expected of me that I be prejudiced in the opinion that the programs of the American Junior Red Cross, over a period of years, have been so formulated that constructive service in behalf of the community and the Nation can be rendered to those programs, and still give assurance of great educational values.

The American Junior Red Cross was created by President Wilson in 1917 at the request of educators. It was created by President Wilson to provide an agency for boys and girls in the schools so that they might contribute to the war effort of the Nation in that time of war. For 25 years the programs have been perfected and developed, and the organization now stands, with over 14 million members, as the largest nonpolitical youth organization in the world, having enrollment in over 100,000 schools. The Junior Red Cross Journal goes to 60,000 high-school groups. The Junior Red Cross News goes to over 350,000 enrolled elementary classrooms. That is the status of the organization today.

How does it operate in the schools to supply goods and services?

To supply services, it has for youth those unique service opportunities which are available to the American Red Cross. The Treaty of Geneva is the longest standing international treaty in existence. It is the last vestige of humanitarian service in many places in this war-torn world. It is still the only channel by which humanitarian services can be carried on in many communities today. Today it is even stronger than national governments. Even where the officials of our Government cannot go, the Red Cross can go. Fortunately for boys and girls in the schools, the services of the American Junior Red Cross can go through these same channels.

For example, in the international program, the war relief production program of the American Junior Red Cross was planned in direct cooperation with the U. S. Office of Education. The home economics teachers of the United States planned the production of the garments in the war relief production program as regular classroom learning experiences. They are distributed through these international Red Cross channels and go to meet known needs.

The gift boxes of the American Junior Red Cross continue to cross the seas and continue to reach children in countries where serious problems exist. Last Christmas, fifty thousand of these boxes went to children evacuated from the bombed areas in England. The contents of those boxes are largely the products of home and industrial arts and crafts classes. What boys and girls make in order to learn is put to a constructive service use.

On the national scale there are some techniques which the American Junior Red Cross has developed. Members of the Junior Red Cross are producing at the present time 72 articles for naval and Army camp hospitals and for the able-bodied and hospitalized men in outposts. The 72 articles are produced in crafts classes, art classes, home economics classes, industrial arts or manual arts, as regular learning experiences. It is just as sound, educationally,

for a boy to make a checkerboard which will be used by men in the armed forces as it is for the seventh son of a kind father to make the seventh tie rack that his seven sons, each in order, have brought home. How much more constructive for the boys and the girls engaging in our school programs to be learning skills and yet putting those skills to use in service to the Nation!

Here is a picture of some few models we happen to have at the National Headquarters office. The materials for such construction are purchased by the boys and girls themselves. They earn the money. For the most part, during the last year, they have earned the money through salvage collection and sales. In turn, the proceeds are used to purchase the material which is made into the comfort and recreational articles for the armed forces.

The American Junior Red Cross War on Waste has been an established salvage and conservation program in the schools for a year. It will now become a contributing factor to the new school salvage program of the War Production Board. Obviously, it is the main responsibility of the War Production Board to do the salvage job. Therefore, we will contribute our long established plan to the success of their plan.

The Victory Book Campaign is financed by the American Red Cross and the USO. In my opinion, the reason for past difficulties is that they depended primarily upon the public libraries and not upon the schools as collection centers. The public libraries are not strategically located as collection centers. If a new campaign is to succeed, it will use the schools. I think it is a valid educational experience for boys and girls to be assigned the job of throwing away collected sets of obsolete encyclopedias and of selecting a few books that might well be passed on to the men in the armed forces.

As a contribution to national unity, the intersectional school correspondence is submerging national differences and building national understandings.

There are many local programs of the American Junior Red Cross. Nutrition puts to use in the community the attitudes and information of boys and girls trained in nutrition. Girls in the upper two years of high school are now eligible for regular enrollment in the American Red Cross Canteen Corps. Girls are now eligible for regular enrollment in the American Red Cross Staff Assistants Corps, and their work in commercial studies is accredited as training for that service. The Disaster Preparedness Corps provides participation in American Red Cross Disaster Preparedness and Civilian War Aid. Such community service enlists the assistance of boys and girls in the surveys of the resources of communities. We do not recommend that they man bicycles or try to ride them through flood waters. We do not recommend that they get underfoot in times of emergency. Surveys of community facilities for disaster preparedness can be quite valid educational experiences, however. Other local activities of the American Junior Red Cross provide training and service opportunities—learning and doing. They are explained in the several materials available for distribution.

Junior Red Cross War on Waste; Production for the Armed Forces, War Relief Production Service in Canteen Corps and Staff Assistance Corps Service for the Blind; First Aid Detachments, Junior Disaster Preparedness Corps, Physical Fitness Programs and many other activities provide schools with materials and services which contribute to the national war effort.

Problem 16.—What Plans Should the Schools Make to Deal with Evacuation and Air-Raid Problems?

Officers of the symposium:

Chairman: T. G. PULLEN, Jr., State Superintendent of Schools, Maryland Department of Education, Baltimore, Md.

Vice Chairman: BESS GOODYKOONTZ, Assistant U. S. Commissioner of Education.

Reporter: W. H. GAUMNITZ, Senior Specialist in Rural Education Problems, U. S. Office of Education.

Presentations:

BESS GOODYKOONTZ.

LT. COL. WM. A. BREWER, Assistant Chief, Training Section, Office of Civilian Defense.

GEOFFREY MAY, Deputy Assistant Director, Office of Defense Health and Welfare Services.

EDWIN VAN KLEECK, Assistant Commissioner, New York State Department of Education, Albany, N. Y.

JOHN W. LEWIS, Assistant Superintendent of Schools, Baltimore, Md.

Panel members:

CHARLES H. ELLIOTT, Commissioner, New Jersey Department of Education, Trenton, N. J.

C. F. PERTSCH, Committee on Civilian Defense and Education, Board of Education, New York City.

JAMES F. ROCKETT, Director, Rhode Island Department of Education, Providence, R. I.

J. S. VANDIVER, State Superintendent of Public Instruction, Jackson, Miss.

Summary of Discussion

Despite the fervent hope and wish of all educational and military leaders that enemy action will not disturb the schools, failure to make sound and detailed plans to meet every emergency would constitute criminal negligence. Three types of planning must be considered by the schools if they are to be prepared to deal effectively under emergency conditions with problems resulting from enemy attack upon target areas within our borders. First, individual schools and school systems must plan what to do in case of a sudden air raid; second, city school systems near target centers must plan to make orderly shifts of children

from schools or areas which have been or are most likely to be attacked, to nearby but safer schools and areas; and, third, over-all plans must be made to evacuate to safer areas either all or part of the children and other priority groups from centers which because of sustained bombings or other military action are no longer habitable.

I. While school air-raid protection planning must be limited largely to the individual school, and must be largely local in character, it should as closely as possible conform to both the local and the Federal program of civilian defense.¹ School authorities should organize their schools so as, (1) to fix definite responsibility, (2) to make such studies and plans as are needed to assure the greatest degree of safety under all circumstances, and (3) to provide all essential drills for pupils and training for teachers.

A. Careful building surveys should be made without delay to determine the safest shelter area within each school or in adjacent structures and to insure the greatest possible protection from fire, blast, and other dangers. Structural engineers should be consulted and everything possible should be done to provide maximum safety to children under all conditions.

B. Frequent safety drills should be held; teachers should plan in detail what they will do to maintain morale among the children and their parents in case of air raids; special plans should be made to care for small and physically handicapped children; older youth should be trained to take responsibility in helping to care for young children or for seeing them safely home should that become necessary under certain conditions.

C. Superintendents and principals should take the initiative in training teachers to carry on calmly and efficiently all necessary duties during air raids.

II. Heads of large city school systems should know how and to what points within the city or its suburbs children can be sent for greater safety in case certain sections of the city have been bombed and are becoming untenable, and make detailed plans on how to proceed under varying circumstances. They should think through the school adjustment problems likely to result from such a shift of population. This is largely a local rehousing rather than an evacuation problem both as concerns home and school, but far-reaching educational readjustments are entailed.

A. Many children could be infiltrated into schools located in relatively safe and underpopulated areas within the same school district—schools in which there are empty seats or rooms which could be used for classroom purposes. Perhaps plans should be made to operate on a double shift basis. The first consideration will be to find suitable homes for the dispossessed; school services are important, but may have to be provided under conditions far from ideal.

B. Careful preparation and training should be given to administrative and teaching staffs to enable them to deal effectively with new and different problems of transportation, health, safety, social adjustment, and other conditions resulting from local but extensive wartime shifts in population.

¹ "Protection of School Children and School Property." Office of Civilian Defense, Washington, D. C.

III. If after violent and prolonged bombings, or for other military reasons it should become necessary to evacuate children from certain large target centers to safer reception areas, the problems involved in providing the housing, health, welfare, and educational services would be infinitely multiplied. This would be true because transportation difficulties are increased, disruptions of family occur, changes in environment become greater, civil jurisdictional boundaries both local and State are crossed. Although the likelihood of this type of evacuation may be remote, a measure of last resort, planning to meet this contingency is most necessary and dare not be neglected. This kind of planning clearly involves the cooperation of the several child serving agencies, as well as the complete understanding of the role to be played by the local, State, and Federal authorities responsible for each service. Two bulletins² are already available as guides to this type of planning and a third, concerned with forms and standards, is in process of preparation.

A. The question of which areas in the United States are likely to face such evacuation and which are likely to have to serve as reception centers should be realistically considered. Because it is most difficult to foresee military contingencies with any degree of certainty, wide areas lying between target centers which are obviously vulnerable and the less accessible interior should no doubt plan to serve either as evacuation or as reception centers. This means that surveys must be made and data compiled in such a manner that the facts needed to effect evacuations and to find satisfactory refuge without delay will be readily at hand. Satisfactory refuge clearly means that plans for continued education, as well as for healthful food and shelter, must be made.

B. Educational planning to deal effectively with the problems involved in the evacuation of school children must consider not only (1) the spaces needed in classrooms where children can receive instruction and (2) a supply of teachers competent to give the necessary instruction, but it must be concerned with (3) the financial adjustments to be made between the evacuated and the receiving districts, (4) the financial obligations of the Federal Government, (5) the records needed for successfully adjusting the child to the new situation, (6) the additional equipment needed, and feasibility in supplying such equipment, (7) the ways and means whereby the new environment can be educationally capitalized, (8) the services the schools can render in providing group feeding, recreation, nursery classes, and other types of care needed by children.

C. Educational planning to deal effectively with problems resulting from evacuation should also consider the training needed by teachers to fit them for their new and vital duties. Teachers must be prepared to teach two or more grades, they should become competent to teach new as well as a larger variety of subjects, they should learn to adjust themselves to double sessions, to the absence of equipment and supplies, and to radically new environmental and child behavior problems.

²"The Civilian Evacuation Program—Policies and Planning," and "The Civilian Evacuation Program—Planning for Evacuation and Reception Care." Office of Civilian Defense and Office of Defense Health and Welfare Services, Washington, D. C.

Digests of Presentations

Lt. Col. WM. A. BREWER

School Planning for Air-Raid Protection

The official view of the Office of Civilian Defense with respect to plans to be made by schools in case of air raids, is contained in the pamphlet, "Protection of School Children and School Property," a publication of that Office. A new edition of this pamphlet, with changes to June 30, 1942, has recently been printed, and there are copies available for all who want them.

The basis of our view is that the responsibility for the protection of children during the hours they are entrusted to the custody of the school is one which school authorities cannot evade or transfer to any other agency.

That being the case, the authorities in respect to each school, have placed before them the problem of planning what they may have to do, should enemy action, and particularly air raids, strike their areas during school hours.

Before discussing those plans, it might be well to explain the objective of civilian protection, as the phrase is understood by the Office of Civilian Defense. Civilian Protection includes those activities which are aimed at the limitation of the effect of enemy action, both by limiting casualties and by limiting the effects on property.

Active measures against enemy personnel, including those against parachutists, are no part of the mission of Civilian Protection; yet Civilian Protection plays an active part in the job of defeating the enemy and winning the war. Here is why:

None of our enemies is so rich in means that he can afford the cost in men and materials to make an attack on our cities unless it forwards his war mission. On the other hand, none will hesitate to make an attack, whatever the cost, if he feels that it will profit him to do so.

The measure of the profit to him is the amount of damage, the number of casualties, the degree of chaos and disruption, he can cause. It is our job to scale down that profit; to cut down the number of casualties; to reduce to a minimum the amount of property damage; and to put down close to, or actually to, zero, the amount of chaos, panic, and disruption that he can accomplish.

This is a big job, and it takes the cooperation and steadfastness of all the people and of every agency, public and private, to accomplish this job. We can accomplish it, and we can in fact make it so profitless to any of our enemies that they will soon tire and desist—but only if the total resources of our communities are actively engaged in doing so.

The British did accomplish it; the heaviest attacks on London were part of a plan the Germans had, to cause chaos and outcry sufficient to force the national authorities to draw back the fighter protection that held the Luftwaffe over the Channel, and use it to protect London. The Germans tried mightily to accomplish this end—and they failed; failed, not merely because the authorities refused to pull back the fighter protection from the critical zone, but because the magnificent steadfastness of the people was such that there was no outcry. The Civilian Defense forces of London, and the morale of the people, were such

that the enemy's worst effort did not shake them; and presently the enemy desisted, at least for that time and that place.

One of the accredited representatives of the British Government now in Washington is the authority for the statement that the German plot failed, and the people stood fast, because "each person in London and under the attack felt that he or she had a responsibility to someone else." They did not panic, they did not make an outcry to the Government, because they had responsibility for the outcome; they felt it personally.

It is precisely that sense of responsibility which we must develop, so that, if attacks do come (and it is fair to assume that they will) we shall likewise be able to stand fast, and defy the enemy to do his worst, making his worst profit him so little that he will not be willing to continue to meet the cost.

The schools of America have always been the focus and the heart of the common conscience and consciousness of the Nation. They have been the radiating center of a sense of civic responsibility—and they show a magnificent record so far in this war, of fulfilling the same essential and historic role.

The heart and hearthstone of that responsibility is the responsibility for the protection (in the sense that has just been described) of the school children and school property.

In connection with that last statement, I should like to make one point clear: The Office of Civilian Defense did not recommend, and never has recommended, that school children be sent from their schools and told to go home, in advance of an air raid. A suggested report which advanced such a suggestion, was submitted to the Office of Civilian Defense, prior to December 7, 1941, and was disapproved there. This report contemplated that the schools would have a much longer warning of a raid than was humanly possible; and those who drew it up suggested that all that would be necessary would be for us to tell the Army that we needed that much warning.

As has been said, we disapproved that report. Somehow, and to our great distress, copies of it got in the hands of the news services, and we were horrified to read, in the newspapers of December 8th, that we had supposedly recommended the practice which we had in fact disapproved. Some schools even followed it, in the air-raid alarms immediately following December 7th. The schools in my own home city did so; and I am told that some of the children sent home, supposedly, didn't turn up till the second day following.

We regard the proposal to turn children loose on the streets, at a time when bombs are dropping or are about to drop, and emergency vehicles going at high speed to the scenes of their activity, as sheer irresponsibility and cold-blooded murder. It is particularly vicious when it is considered that there is no assurance that anyone will be at home to receive the children, even if they reach their homes.

I hasten to add, however, that there is a difference between sending children homeward bound, and removing them to places of better safety outside the school building and close at hand.

That question is one which must be individually answered by each school, after an estimate and survey of the factors involved. In general, we think that the safest place for children will be found within the school building, except when two other factors prevail: First, when there are safer quarters close at hand, easily reached within a few minutes' time; and second, when the school itself

represents a serious hazard. We all know schools that are in themselves firetraps, or of old and unsubstantial construction; fortunately, they are in the minority in this country. But there are all degrees with both factors—ranging from the very bad hazard in a given school, coupled with the ideal, almost bombproof steel-and-concrete building next door—to the fine, modern steel-and-concrete school, coupled with ramshackle wall-bearing brick building, or frame flimsy next door.

The best engineering and planning brains in your community should be mobilized to estimate the respective hazards in the case of each school, and to plan the safest place easily reached, for the children, in case of air raids. There will, as a cold matter of fact, seldom be an ideal situation; accordingly, the solution in most cases will be to choose the one which is the best of those available.

When this canard was published, we immediately prepared and released a poster headed "What Teachers and Pupils Should Do In Case of Air Raids," and secured the widest possible distribution for it. It was admittedly a stopgap, forced by the circulation of the false report; but it contains the elements, for the most part, of our more considered publication. I shall not stop to read it to you, for most of you have read it, and anyone interested can.

The second point in the carrying out of school responsibility is concerned with the attitude of teachers and school authorities toward the children. The Office of Civilian Defense recommends an attitude of realism, without any element of "scare" or horror in it, but without any Pollyanna-ism, either. We think that children are people, and usually rather fine people. The fact is that appeal to them can be made and should be made in terms of their share in the winning of the war. They should be told reasonably and calmly what their part is, and with the expectation that they will do it as a matter of course.

The third point is that when the plans are worked out and adopted, the children should be drilled in what to do—air-raid drills should be just like fire drills—a usual and expected part of the school routine, so that compliance becomes second nature with children and teachers alike.

The fourth point is that detailed planning is necessary. The outlines of the necessary planning are set out in the booklet referred to previously, so they will not be gone into now.

The fifth point—and one which summarizes all the others—is that the schools, including school authorities, classroom teachers, and pupils alike, should lead the way in setting an example to the rest of the community for sound, constructive, timely, and factual planning, so that the entire community may mobilize its sense of responsibility—make any enemy attack unprofitable—and thus make a major contribution to the winning of the war.

GEOFFREY MAY

Cooperative Planning for Evacuation

Even if civilian evacuation may never result in operation, it has certainly brought about cooperation. Planning has developed on a broad foundation. The Federal agencies which naturally have an interest in the program have developed a planning structure through the medium of a Joint Committee of the

Office of Civilian Defense and the Office of Defense Health and Welfare Services. The ODHWS representatives include the Social Security Board, the Public Health Service, the Children's Bureau, and the U. S. Office of Education.

Federal agencies create State and local agencies in their own image. The evacuation bulletins which the Joint Committee has issued recommend the establishment of State and local evacuation authorities which represent in the States and communities the same social interests as the Federal committee represents. This is almost inherent in a program that must be planned but which may never operate; an independent State authority with an adequate staff cannot be built up on the basis of a comparatively remote contingency.

This is the way it works. Since the Office of Civilian Defense is charged with the duty of protection, utilizing the resources available to it in the States and localities, it has appointed a Regional Evacuation Officer in those regions which may contain target areas. This Evacuation Officer has as regional advisers the field representatives of the agencies represented on the Joint Committee. In any one region each of these consultants will assist the Regional Evacuation Officer in his negotiations with State welfare, health, and education agencies that will cooperate with the State Evacuation Authorities which are being established in each State. The regional representative of the Office of Education, for instance, will participate with the Regional Evacuation Officer in discussing with the State Evacuation Authorities the educational problems which are created through the process of evacuation, and will assist the Regional Evacuation Officer in developing with the State Evacuation Authorities and the State departments of education specific plans to meet educational problems. In general, the other consultants representing public assistance, health, emergency medical services, and child care will cooperate similarly with the Regional Evacuation Officer when he advises the State Evacuation Authorities on those aspects of the States' plans for evacuation which deal with their particular fields of competence.

Similarly as over-all State plans for evacuation and reception are prepared and submitted to the Regional Evacuation Officer by the State Evacuation Authorities, the regional consultants will assist the Regional Evacuation Officer by reviewing those portions of the State plans which deal with the functional field in which they are particularly competent.

The Joint Committee on Evacuation has recommended, also, that the State Evacuation Authorities be composed of the heads of State agencies dealing with health, welfare, education, and related services. In addition, Federal standards will require that State Evacuation Authorities utilize in both the planning and operating stages the regularly constituted State health, welfare, and education agencies. These agencies, in accordance with plans developed by the State Evacuation Authorities, will be allocated specific operating responsibilities in connection with the process of evacuation and reception. The major responsibility of the State Evacuation Authorities will be that of coordinating all planning and operation in such a way that adequate health, welfare, and educational services will be made available to evacuees.

We hope that the State and local departments can work together as effectively as have the Federal departments. If Federal advisory personnel and adequate Federal financing can induce them to, the surveys and cooperative planning will soon be under way.

EDWIN VAN KLEECK

The Role of the State Education Departments in Evacuation Planning

The New York State Department of Education conceives that it has two major jobs in connection with the evacuation of school children and preschool children. The first is to do extremely detailed planning. The second is to persuade local school systems to make in advance every possible plan and preparation. As our Deputy Commissioner of Education, Dr. Lewis A. Wilson, has stated, no one knows whether bombing will come. No one knows whether evacuation will be necessary in event of bombing. Everyone agrees that it would be criminally negligent not to make in advance every possible preparation.

Some of the major questions we had to settle were these:

1. How many parents in target areas contemplated individual private or official group evacuation of their children in event of bombing or imminent danger of bombing? In all the target cities, except New York, this was determined by a house to house canvass made by thousands of volunteer workers. In New York City, a sampling of 15,000 families was canvassed. The results, I might say, show surprisingly low figures. We must remember that these figures would fluctuate with the military situation.

2. How many children of school age, how many preschool children and their mothers, how many expectant mothers can be accommodated in the upstate reception areas? How are these divided as to age, sex, religious preference and other characteristics? How many will be accepted in individual homes and how many can be billeted in group hostels, like hotels, boarding houses, and camps? How many of this group could be taken care of in winter as well as in summer? How much will be paid per child per week and who will pay it? (We have taken the position, based on the British experience, that, even though thousands of householders want no money, all should be paid.) What alterations are necessary in water supply, sanitary facilities, etc.? Can the materials for these be obtained and what will they cost and who will pay for them? What about the moral "climate" of the homes willing to accept evacuees? To get the answers to these and allied questions, the State Housing Commission, after a preliminary try-out in one county, obtained many thousands of volunteer workers who made a house-to-house canvass. Here, again the results were surprising. Tremendous numbers of persons can be accommodated, especially in the warmer months.

3. Where will these children go to school? How many can be added to reception-area classrooms? How many can be put into vacant rooms in school buildings? How many can be taught in abandoned schoolhouses, in Grange halls, in churches, in lodge halls, in hotel lounges, in automobile display rooms and other makeshift accommodations? What equipment will be necessary? How many teachers can be spared from target areas to accompany and teach such of these children as are not added to existing reception-area classes? What out-of-school responsibilities should these evacuee-teachers assume? To get the data on school housing facilities for child-evacuees, our Department with the State Housing Commission undertook a comprehensive survey by questionnaire of most of 7,000 school districts.

4. How are interdepartmental and intradepartmental lines of authorities to be defined? How is the whole program—bear in mind that all this was 5 and 6 months ago—to be related to the supreme authority of the military in event of forced mass evacuation? Who is responsible for the diversion of a portion of the New York City milk supply to reception areas, for the assemblage in target cities of school-child evacuees, for their identification and for keeping track of them, for their transportation to dispersal centers outstate, for their transportation to their billets, for the preliminary health precautions like vaccination of both target and reception-area groups?

5. Even more important than these tangible matters, how can we best prepare the mind set toward evacuation and its social and adjustment problems of the prospective evacuees, their parents, prospective teacher-evacuees, reception-area pupils, teachers, householders and the general public? How can children who have never seen a cow and children who have never seen a subway go through this intensely educative experience so as to minimize the disruption and dislocation and emphasize the enriching and broadening aspects? We are fighting a war to save democracy. How can all this evacuation machinery be handled so as to increase rather than decrease tolerance toward differences and variations among the population of the world's melting pot? What about provision for atypical children of all sorts—the physically handicapped, the mentally atypical, the economically submerged? Even with the most careful advance matching of the characteristics of prospective evacuees and the wishes of prospective householders, "foster parents"—in itself a job of unbelievable proportions—innumerable cases will arise where a reassignment of children to private home billets will be necessary. How is this to be handled? What about the consultative and advice service which the British found to be indispensable? Shall the educational or the social welfare authorities undertake this job? Our basic assumption is that, except for this State planning and except for this State stimulation of local planning, the job in the reception areas is essentially a local one. The local authorities—health, social welfare, educational and others—must carry the load. We can suggest and recommend. We cannot mandate, although the military evacuation authorities can and should if bombing comes. Moreover, we must provide maximum flexibility for the hugely varying problems of our State's heterogeneous populace.

6. Our department distributes upwards of 120 million dollars a year in State aid to local public schools. Who is going to get the attendance money for the evacuees? Who is going to pay the evacuated teachers? What about the tremendous salary discrepancies between rural teachers in our State and their evacuated brethren from the cities? How shall the administration and supervision of these evacuated teachers be handled, both in the case of those teachers who occupy empty classrooms in the outstate school buildings and those who teach in an abandoned one-teacher school? We have held numerous conferences with urban school authorities, including those of New York City. What about an urban teacher who has put in 20 years with the fifth grade and now finds herself in a one-room school situation, perhaps in a building cast aside 10 years ago due to a centralization? Both New York City and our Department have worked on simple manuals of suggestions for teachers new to this multiple-grade situation. Bear in mind that even though we have 7,000 districts left, New York

had at one time 13,000 school districts and we have hundreds of empty little buildings. Five months ago, we decided to recommend the double-shifting of all reception-area schools before we used Grange halls, lodge rooms, and the like. The principle is the same as that behind the Government's taking over of hotels and office buildings for the military. It gets double use out of existing equipment, supplies, janitorial service, heating plants, etc., which facilities in most cases could not be duplicated because of the priorities situation, even if there were funds.

About 5 months ago, after lengthy study of voluminous materials on the British experience, especially those of Dr. Martha Eliot of the Children's Bureau of the U. S. Department of Labor, and after getting advice orally on the Russian experience, I got out a list of recommended responsibilities for the local reception school system. They have not changed substantially since.

The responsibility of the local schools in the reception areas is primarily schooling for the school-age evacuees and for nursery school children, plus the organization of the schools' recreational facilities for evacuees in general. To carry out this responsibility, the State Education Department will recommend to local school authorities that they:

1. Provide daily transportation to school where necessary. Supply school busses and drivers (where such are available and are district-owned or district-operated) to assist in the conveying of child evacuees from reception centers in the reception county to their billets.

2. Provide noon school lunches where necessary. The whole moot point about the relative advantages of private home and communal billeting comes up in connection with mass feeding. The theoretical advantages of communal billeting are obvious. Practically, however, it is impossible to accommodate huge numbers without using private homes. Should the householders be relieved of the noon meal or of two or of all three meals?

3. (a) Provide instruction for those evacuee pupils added to and made a part of existing local classes. (b) Provide through the local school authorities in the existing school districts administrative oversight of the evacuee teachers who accompany and teach other school-child evacuees quartered for instructional purposes in school buildings or elsewhere within the local districts. (c) Provide instructional supervision by local school authorities for (a) above and for evacuee teachers whose classes are quartered in local school buildings. (d) Cooperate with evacuated school supervisors in the instructional supervision of school child evacuees housed for instructional purposes in other accommodations within the local districts.

4. Organize and conduct broad recreational programs for evacuees of all ages. Notice that this goes beyond the school-age group. In most of our smaller communities, the only available gymnasiums, playgrounds, and similar facilities are in the schools. Make these facilities available for use both day and night by evacuees of all ages.

5. Extend to evacuee school children the program of school health teaching and school medical and school nurse services now furnished local pupils. This will entail close cooperation with public health authorities. This is no time for any official to stand on his dignity, to worry about prerogatives. It is a test of the ability of specialists to cooperate.

6. Provide, where possible, nursery school facilities for pre-school evacuees. This is quite a job, for, except for WPA and some nursery schools supported privately, there are pitifully few facilities for small children of mothers needed in industry, either urban or rural.

7. Institute organized programs of information: (a) To prepare the population of the reception areas, and especially school pupils, teachers, and other school personnel and householders who have agreed to accept evacuee children, for the various adjustments to be anticipated. (b) To arouse the population of reception areas to an awareness of the evacuation possibility.

8. Plan and prepare for every school phase of reception which can be anticipated. This planning can't be left till bombs start falling. Frankly, we have concluded that, on the basis of the present military situation, the cure of evacuation is worse than the disease. In other words, we do not think that the intensity and duration of bombing that can now be reasonably expected justifies the emotional, psychological, and economic readjustments of evacuation. But we are not sure enough of this view to justify any abatement of planning. We can't fiddle while the world burns. We can't just sit around talking educational theory while a life-and-death struggle faces us.

JOHN W. LEWIS

The Role of Local School Systems in Air-Raid and Evacuation Planning

The first responsibility of a city school administration, with reference to the problem of evacuation, will be to weigh the comparative advantages and disadvantages involved. A careful consideration of the English experience will probably lead to the conclusion that the disadvantages of evacuation are much greater than its advantages, unless the intensity of any bombing is far greater than anything which now appears likely. Some local, as opposed to general, evacuation may be considered.

The problem of protection of school children and school property in the event of an air raid is primarily the responsibility of the school authorities. The general principles governing such protection are well outlined in the pamphlet "Protection of School Children and School Property," published by the Office of Civilian Defense.

One problem which greatly disturbed school administrators when the program was inaugurated, was whether all children should be kept in school or whether in certain cases at least a part of the children might be sent to their homes. The protection offered by many school buildings is extremely small. The dangers of overcrowding in the extremely small areas considered reasonably safe, or the dangers of keeping children in buildings offering practically no protection even against flying glass, led many administrators to hope that the risk might be spread by sending at least part of the pupils home from the poorest buildings. It was also hoped that a warning period might be relied upon to a much greater degree than Army engineers were willing to concede.

In view of expert opinion, it is now generally held that pupils should be kept in buildings except in rare cases, but that where better alternate shelters were near at hand children might be sent to them, and children living within 3 minutes' walk might be sent home on a "yellow" warning. No children are to be dismissed on a "red" warning. The arrangement for sending children to alternate shelters or for sending part of them home presupposes an arrangement for the prompt receipt and relaying of the "yellow" warning signal.

Since there is no such thing as absolute safety, arrangements frequently must be made on the basis of selecting the lesser of two possible dangers. Whether the danger of overcrowding in a given case is so great that the violation of some other rule would present less danger, is one for the careful consideration of the local authorities.

The impossibility of setting up hard and fast rules to be followed without deviation or adjustments is recognized by the Office of Civilian Defense in the foreword to the above-mentioned pamphlet. This foreword states in part:

In presenting these suggestions, the Office of Civilian Defense recognizes that there are wide differences in school conditions—differences between various sections of the country, differences between urban and rural situations, differences within a given community. It would be difficult if not impossible to set forth definite rules and regulations applicable without modification to all these varied conditions. The somewhat general suggestions and factual data may be used as a basis for the development through local initiative, of more detailed programs.

Any deviation from accepted principles and practice should be made only after a person has a thorough familiarity with these principles, together with an understanding of the reasons underlying.

In order to avoid conflicts of authority, it is extremely important to have the principal of each building trained and properly certified as a qualified air-raid warden. In the larger buildings some school systems provide for a certified warden on each floor to work under the direction of the chief air-raid warden of the building.

Many cities have already made the necessary arrangements to receive promptly the various warnings, including the "yellow." In New York City this warning is sent simultaneously to every school in the city by means of a special warning device. Other cities "fan out" the warning by notifying simultaneously several of the larger schools. These schools then relay the message to other schools which, in turn, notify still others.

One point which should be stressed is to make the necessary arrangements to have school telephones remain in service during an alarm period, in order that any incidents may be promptly reported. Otherwise in certain areas telephones will be kept out of service.

Some school systems have strengthened the city-wide civilian defense program, as well as the school program, by being designated as the agency to carry on the Civilian Defense Training Program. Schools are also cooperating in other ways, such as using the buildings as fire watcher stations, casualty stations, or for other related purposes.

Other phases of the program are set forth in the Office of Civilian Defense bulletin, a copy of which should be in the hands of every principal.

CURRICULUM IN WARTIME

Problem 17.—How Should the Federal Government Be Organized in Order to Plan and Perform Its Educational Functions in Wartime?

Officers of the symposium:

Chairman: WILLIAM G. CARR, Secretary, Educational Policies Commission, National Education Association, Washington, D. C.

Vice-Chairman: GUY L. MAXWELL, Assistant Secretary, Educational Policies Commission, National Education Association, Washington, D. C.

Reporter: RALL I. GRIGSBY, Consultant in Curriculum Problems, Vocational Education, U. S. Office of Education.

Presentations:

WALTER F. DOWNEY, State Commissioner of Education, Boston, Mass.

EDMUND E. DAY, President, Cornell University, Ithaca, N. Y.

FLOYD B. COX, County Superintendent of Schools, Morgantown, W. Va.

W. HOWARD PILLSBURY, Superintendent of Schools, Schenectady, N. Y.

Panel members:

HOWARD McCLUSKY, Office of Civilian Defense.

WATSON B. MILLER, Assistant Administrator, Federal Security Agency.

FRED LEVY, Chief, Government Organization Section, Bureau of the Budget.

Summary of Discussion

Both in the presentation of papers and in the discussion by panel members and audience, the issues centered about the question: "Should the Federal Government call upon the schools and colleges for cooperation through many different agencies, each acting independently of the others? Or should the approaches be channeled through a single Federal agency?"

As summarized by the chairman, the consensus of the meeting as indicated both in the papers presented and the panel and audience discussion which followed was:

1. That the Federal Government should, in the planning of action programs which involve the active cooperation of the schools, colleges, and universities for their effective educational implementation, consult with representatives of the agencies involved.

2. That there is desirable a greater measure of unity in educational leadership in the Federal Government. The consensus seemed to be that the U. S. Office of Education was the proper agency to which the schools were accustomed to look for leadership. Confusion and duplication of effort results when many separate Federal agencies go directly to the schools with suggestions for educational activities.

3. That somewhere in the Federal Government there must be some agency which will give attention to the matter of educational priorities. If the schools responded to all of the separate requests made of them by wartime agencies operating action programs, there would not be enough time in the day, either for pupils or teachers, to meet the requests.

4. That when the Federal Government makes requests for substantial expansions of school programs to meet wartime needs, it should couple with them financial support to enable the schools to discharge the new responsibilities. Sufficient funds and staff should be provided for the U. S. Office of Education to enable it efficiently to maintain liaison with the operating agencies and to channel their legitimate requests for school programs of support to the State and local school authorities. The newer agencies, having the funds at their disposal with which to do the job for which they are legally responsible, are not disposed to delay their programs of education by clearing them through one central educational channel to the schools, namely, the U. S. Office of Education. However willing the Office of Education may be, it is yet unable to perform expeditiously all the work which would be required of it as the coordinating agency of Government with respect to Federal educational programs.

The solution of the problem of organization at the Federal level to plan and perform educational functions affecting schools seems clear in principle, however difficult in practice. (a) Identify clearly the educational function to be performed. (b) Appropriate money to the Office of Education to get it done. (c) Assign definite responsibility and the necessary support to the State and local school systems.

Digests of Presentations

WALTER F. DOWNEY

In recent years, and particularly during this period of war, several large agencies have developed here in our Federal capital which have been essential to the proper direction of Government, the proper control of various phases of our social and economic life, and the prosecution of our war effort. . . .

In addition to the Federal bureaus set up, there are also many private agencies which, with desirable patriotic motive, are seeking to assist in various phases of the war program. . . .

During the last few years, because of the impact of war and the necessary speed of organization, the duties of some Federal bureaus have overlapped. At times, it would almost seem that Federal bureaus have forgotten the existence of that agency which is in intimate and close touch with the State departments of education; namely, the U. S. Office of Education. There can be only one result from repeated experiences of this kind, viz, confusion. . . .

In my judgment, all matters relating to education should come to the States through the Federal Office established for the purpose of being in contact with the educational units of the various States. To avoid confusion it is imperative that this be so. Every State department of education is eager to cooperate with every agency set up for the prosecution of this war. But to simplify the work, the one coordinating agency in Washington that can assist in all educational matters is the U. S. Office of Education. . . .

Conditions in our States vary widely in many different ways. It is important that, in order for a policy to be effectively implemented, it must be adapted to local needs. No one knows better these unique and varying conditions and needs than the local State officer charged with that responsibility.

EDMUND E. DAY

1. In discussing governmental organization for the planning and performance of educational functions in wartime, we should remember that we are dealing with an existing complex organization which has grown up over the years, shaped in part by statute, in part by executive order and administrative regulations. However strongly we may wish to approach the problem in terms of ideal principle, we must not fail to recognize the important bearing of the present set-up and of established practice.

2. We shall do well to remember also that education and propaganda are practically indistinguishable in wartime. Every Government agency which seeks to influence public opinion so as to make effective the action program for which it is responsible will develop an "educational" program. Indeed, certain Federal agencies have already made clear their sense of need in this general area by establishing their own "Bureaus of Education."

3. It will be best if consideration in this discussion of governmental organization for wartime educational functions is directed in part to practical proposals. Some such proposals are:

- (a) Place educational activities in the hands of people who are experienced in education. Publicity and public relations men have sometimes little understanding of or concern for genuine educational values.
- (b) Keep plans, once formulated, relatively stable. Sudden changes should be avoided except as they stem inevitably from the nature of the evolving war situation itself.
- (c) Provide for as large a measure as possible of concert and coordination in the educational programs of the various Federal agencies. At the very least, each should seek to learn what the others are doing and planning.
- (d) Make sure that, in the development of concrete educational programs, those who are expected to cooperate in the field are given opportunity to advise while plans are still in the making.

4. It will be well further to remember that procedures within the governmental organization are in many instances even more important than the framework of organization itself. If we cannot organize democratically to fight successfully a peoples' war, we may lose both the war and democracy. If we provide a democratic framework of organization and then adopt wholly authoritarian procedures, we are in danger of losing democracy even though we win the war.

5. Although we may all favor the principle that the U. S. Office of Education should be the agency of the Federal Government charged with the coordination of the educational programs of the various Federal wartime agencies, many of us will doubt whether the Office of Education will be given the necessary powers for carrying this principle substantially into effect.

Finally, Dr. Day indicated that he had been deeply disturbed by what seemed to him to be the relatively low estate of education in the councils of the Nation at the present time. Whatever may be its sources, this weakness should be promptly remedied. The war is bringing to light educational deficiencies which have long existed. These, too, must be identified and to whatever extent possible promptly corrected.

FLOYD B. COX

Today our schools and colleges, both public and private, are challenged as never before, to render every possible assistance in the all-out war effort. . . . The schools have already been called upon to perform many wartime services and to accelerate their respective educational programs. They have responded wholeheartedly to these requests. . . .

As I see it, the U. S. Office of Education and the U. S. Office of Education Wartime Commission is the logical clearing house for all war programs affecting education. . . .

It goes without saying that every State in the Union should have a central committee or Commission whose duty it is to pass on to the school systems throughout the State the program emanating from the various Federal agencies and clearing through the U. S. Office of Education. The State Department of Education through its Wartime Commission should be able to answer promptly the many questions which administrators have in connection with their wartime programs, and which heretofore have caused much inconvenience and delay.

Many more programs and problems originating from various governmental agencies unquestionably will be presented through the schools to the people. Since many of these programs are developed by different agencies and departments of Government, it is highly important that all of them be referred to one central clearing house for study, evaluation, and dissemination to the schools and colleges of the country. This will avoid duplication of effort and will speed up the school program as it relates to the war effort.

Many questions arise in the minds of school administrators which require a needless waste of time and energy. These would not be necessary if the programs of all governmental agencies pertaining to education were cleared through the U. S. Office of Education and the State Wartime Commissions.

W. HOWARD PILLSBURY

Government agencies as never before are seeing the needs for educational emphases and are increasingly calling upon schools for assistance. . . . The schools are ready and willing to make the greatest possible contribution to the successful prosecution of the war. . . . They recognize the necessity of modifying their programs to take account of current pressing needs. They accept responsibility for service along with the armed forces and those engaged in the production front behind the lines. They do believe, however, that they are founded in order that democracy might survive in this country and that the continued attempt to meet this purpose is essential to the winning of both the war and the peace.

The city superintendent, therefore, finds his a twofold responsibility. On the one hand, he must conserve as far as is feasible the function for the discharge of which the schools have been established. On the other, he is eager to use his facilities in implementing the Government's program, insofar as it involves education, for he knows all too well that unless our cause is victorious, schools as we have known them will cease to exist. . . .

In time of war, calls upon the schools for assistance are greatly magnified, both in number and in the pressing character of their appeals. . . .

As the superintendent sees it, too many governmental agencies are contacting the schools. The volume of mimeographed and printed material from various governmental and more or less official sources connected with the war effort which passes daily across his desk is beyond the capacity of the average superintendent to assimilate, to say nothing of his ability to translate into action. . . .

Superintendents lack facilities for determining the relative importance of the various requests and for translating them into school procedures. The various agencies frequently present their request in a form which cannot be readily incorporated into school programs. Such a condition results in general confusion, misunderstanding, duplication of effort, and at times concentration on certain phases of the national program coupled with almost total neglect of others which may be far more significant. . . .

The U. S. Office of Education is, under our present set-up, the one agency best fitted by nature and experience to serve the purposes of the Government in matters which affect education. This Office is in a position to acquaint itself with the objectives of the various governmental agencies desiring school cooperation. It is also in a strategic position not only to evaluate their proposals but also to estimate the abilities of the schools to assist in their execution. It keeps in constant touch with the educational institutions of the United States; it is familiar with their facilities, personnel, organization, curriculum, and general program. Its staff is equipped to translate desirable proposals into projects which instead of having a destructive effect on the work of the schools will actually enrich their educational program. Working through State departments of education to the local school system, it is following a pattern of operation through established educational agencies with which both it and the schools are thoroughly familiar and which consequently is best calculated to secure maximum results most efficiently.

I would suggest, therefore, that the U. S. Office of Education act as the liaison between all governmental agencies and the schools wherever cooperation is desired; that this Office be used as a consultant in the planning of all proposals affecting the schools; that it then make available its resources for formulating these proposals into terms which coordinate easily with the regular operations of the schools; that all such proposals be presented to the local school administrations through the medium of the various State departments of education.

Problem 18.—How Shall the College Curriculum Be Adjusted to Wartime Conditions and Needs?

Questions raised for discussion:

1. What new demands for instruction are being placed on the colleges and universities?
 - (a) Preparation for service in the armed forces
 - (b) Preparation for essential productive services
 - (c) Preparation for essential community services
 - (d) Understanding of current economic problems (inflation, price controls, shortages in commodities, etc.)
 - (e) Comprehension of new political controls
 - (f) Understanding of the background and major issues of the war.
2. In what ways can the colleges and universities meet these demands?
 - (a) Changed emphases
 - (b) Adaptation of content
 - (c) New courses and curricula
 - (d) Intensified specialized curricula
 - (e) Curtailment of less important activities
 - (f) Extracurricular programs
 - (g) Administrative means to meet the demands

Officers of the symposium:

Chairman: LEVIN B. BROUGHTON, Dean, College of Arts and Sciences, University of Maryland, College Park, Md.

Reporter: WALTER C. EELLS, Executive Secretary, American Association of Junior Colleges, Washington, D. C.

Presentations:

EDWARD C. ELLIOTT, Director, Professional and Technical Personnel, War Manpower Commission.

META GLASS, President, Sweet Briar College, Sweet Briar, Va.

Lt. Comdr. RALPH A. SENTMAN, Training Division, Navy Department.

PAUL F. DOUGLASS, President, American University, Washington, D. C.

A. B. BONDS, Jr., Head, Educational Liaison Unit, Wartime Requirements Division, National Roster of Scientific and Specialized Personnel, War Manpower Commission.

DONALD C. STONE, Assistant Director in Charge of Administrative Management, Bureau of the Budget.

G. DONALD HUDSON, Professor of Geography, Chairman of the University Committee on Pre-induction Curricula, Northwestern University, Evanston, Ill.

Brig. Gen. WILLIAM O. HOTCHKISS, War Department.

Summary of Discussion

The conditions now confronting the Nation make it necessary to adjust the college curriculum in such ways as to render the most useful services to the students and the Nation. Among the items that should have special consideration in making the adjustment are: (1) The need for a greater number of skilled military leaders; (2) the increasing need for scientific and professional personnel; (3) the need for men who can administer public services; (4) the need for understanding the war and for ability to deal intelligently with its problems; and (5) the desirability of preserving long-time values in education.

These needs suggest changes in the administration of the curriculum, the content of instruction, the emphasis and balance, and the time factor. Subjects that are of particular importance at present are mathematics, physics, the general sciences, and English. Students need to do more reading, and better library service should be made available. More students should be interested in the special types of training demanded, and programs for these types of training should be revised to meet the specific demands that are becoming apparent. The urgent demand for quick results makes it necessary to shorten the period of training to produce the specialized technicians needed in the military forces, industry, and Government. The suggestion was made that the education of women, particularly as it keeps alive the long-time values of learning and culture, may determine the ideals and attainments possible for the next generation.

Digests of Presentations

EDWARD C. ELLIOTT

In an effort to answer the question, "How shall the college curriculum be adjusted to wartime conditions and needs?" it is necessary to answer first the

question "Which college?" The answer will be different for the liberal arts college, the junior college, the technical school, and the professional institution. We also should ask the question "What needs?" The answers will vary for military needs, for civilian governmental needs, and for industrial and production needs.

As a point of departure we must emphasize the very urgent and inescapable element of *time*. There is no leisure today. Time and speed are essential. It will be necessary to train chemists and engineers, for example, in 2 years beyond the high school; doctors in 4 years. This does not mean, however, that a fully qualified engineer must be prepared in 2 years, but a specialized technician can be adequately prepared for a specific phase of the engineering field.

We have no assurance that any individual can stay in college any specified length of time. We may have to take many students from the college and even from the secondary school before graduation.

It is the responsibility of each institution to look around its own neighborhood and see what particular skills are needed in local industry and then seek to train for them. In many cases it may be desirable to arrange for the student to spend half time in actual industrial employment, half time in college. This may involve difficulties with industrial management and with organized labor, but the difficulties are not insuperable.

Unquestionably, marked changes are going to take place both in the *time* and in the *amount* of training carried on in the colleges. The armed services are teaching us how we may abbreviate courses of training under wartime necessity. Perhaps, as in the last war, there may be a need for the further education of the educators!

META GLASS

The college curriculum can be adjusted in four aspects to meet wartime conditions and needs: In administration; in content; in emphasis and balance; and in time. Each has in it both advantages and pitfalls.

Briefly, advantages in administration would come from the elimination of rigidity of procedure to secure reality of results. The pitfall here is such loose procedure that there may occur superficiality and deception as to real gains. Most red tape and some long-honored prerequisites and traditions can go, but full understanding of what is lost and what gained is due the student. He should be able to graduate at one date of any year as well as another, if the work required for that specific graduation is fulfilled. The amount of work allowed a student should be geared to his strength and ability rather than rigidly to a general ruling. Some can and should carry heavier schedules than others, and all could probably carry more than previously by omitting some things now done. Advantageous combinations that cut across departmental and divisional lines should be made easy. Many more modifications of administration could be named, and they should all be made to prepare students to contribute to the war effort rather than to facilitate the getting of any specific degree or certificate, whose meaning must be sacrificed to modifications.

The name of the degree or certificate is of least importance, but new names for new things are honest. A tiger lily is not by sympathy or speed made a rose,

but it can be made, with intelligent sympathy and wise speed, a handsome lily. Most colleges are already wisely modifying curricular administration and, unfortunately, some are confusing the young by calling a tiger lily a rose, or by offering a tiger lily degree with only three petals as a perfect specimen. It is an unnecessary and gratuitous deception.

The curriculum can be modified in content; and, again, almost every college has done this, too, by offering new subjects and new combinations of subjects, and by changing existing courses to have more bearing upon the present world condition.

It is, of course, a false picture that came out of the investigation of American history required in the colleges. The chief difficulties with the conclusions of that investigation lie in the premise that only a course called American history teaches the aspects of the American scene and a kindred implication that only required courses in American history would get the subject before the students. In many colleges no one specific course is required, but the requirements do see to it that aspects of the subjects, basic for an educated person, are covered in one way or another.

Now a word about emphases and balance. Course emphases should and will be changed where they have not previously been correlated with the present scene. Different branches of knowledge must get added emphasis. Mathematics and all the sciences that contribute to waging war have already taken precedence in discussions, in arrangements for financial assistance of students and institutions, and in enrollment of students. We are being thoroughly like ourselves in turning immediately, on recognition of neglect by students of these fields, to concern almost exclusively with them. In such a war as this, changes seem too certain for even Americans to be misled into believing that the pendulum stops at the far end of its arc, and that consequently it is wise to be as one-sided at this extreme as they previously were at another. Several colleges—notably Barnard, with its advice in excellent form—have prepared for students what they call a “war minor,” a combination of courses to be taken as free electives in addition to the chosen major which reflects the student’s real ability and interest. There are many of these war minors, and they form amazingly adequate foundations for immediate short-time specialization. It would be well for all colleges to formulate such from their own offerings and guide students to broaden their usefulness by taking them.

The fourth modification of the curriculum to meet war needs is that of time and this is too urgent and obvious to need argument. Education in all its depth and maturity is so badly needed in this time that a large part of our confusion and uncertainty comes from lack of it. Can this education be hastened? I think so, but only to a degree. It can be hastened to the degree that it can be made “to take” in a shorter time. Its incubation period may be shortened by intellectual eagerness, hard work, and expert guidance, but a certain time for maturing is still essential. Training for a specific and more limited activity is also desperately needed. This can be hastened more since it covers less and calls for less of the slower process of correlation. Colleges must continue the deeper and better balanced education and must also give this hastened training to meet the needs of the country. And students must take it and then use it for the country’s sake, even though they cripple their education thereby. A good

college knows the difference between the two kinds, and an honest college sees that its students know the difference too.

Of course I am expected to say how all of this curriculum modification affects women. My eye fell the other day on one of those hodge-podge columns of Question-Answer in a daily paper. Someone in this turbid and breath-taking time cared to know whether the worker ant is male or female. He learned that the worker ant is female, and that she does all of her work with her head. If we go to the ant, presumably a woman will be enormously affected by changes in her education. In reality I do not see that she will be affected very differently from the men. What she hurries over she will get less of. She will be as readily deceived as the young male if unwisely patriotic educators tell her a tiger lily is a rose. She ought to be led to broaden her education, especially in the fields of mathematics and science, without cramping it in other fields where she prefers to put her energies. Wherever the country needs her she should sacrifice her longer and deeper education to more immediate training, and activity.

What women get in their education now may largely determine, beyond the possible influence of men's present education, the ideals and attainments possible for the next generation. As the Arabs kept mathematics alive during the dark ages so may the women, who are not primarily absorbed into war activity, keep alive the long-time values of learning and culture which belong to all generations.

Lt. Comdr. RALPH A. SENTMAN

Until 1924 the Naval Academy at Annapolis was able to train and graduate each year enough officers to take care of the needs of our Navy. But in 1924 and 1925 the leaders of the Navy envisioned a place in the future for a reservoir of reserve officers, and, therefore, in 1926 the first Naval R.O.T.C. Units were installed in universities. Today we have 27 of these Naval R.O.T.C. Units, and for a normal two-ocean Navy, the output from the Naval Reserve Officer Training Corps Units could amply supply the needs. But today we need not only a two-ocean Navy—we need a Navy in every sea on the globe. It is gratifying to know that our new ships are sliding down the ways in great quantities and previous building records are being broken and all industry is geared to a high and rapid pace. To operate these great machines properly, the Navy must have more and better trained men.

In the days of old a bluejacket was considered a bluejacket when he went down to the sea in ships and came home tattooed. He had to be a burly fellow with a strong back and a strong stomach, who could be trained to carry out orders and operate a limited amount of machinery. Today, in many instances with our great need for floating machines of war, a bluejacket is assigned to the task of upkeep and operation of machines that have cost the taxpayers tens of thousands of dollars, and we just cannot have nincompoops in jobs like that.

The naval officers of old were also selected because of their physical hardiness, and they were required to know enough to navigate a ship, to fire a few guns, and to handle men of the caliber previously described. Today, the machines of naval warfare have kept pace with the advance of science and the

machine age, and are so developed that there is unfortunately a dearth of men so basically educated as to be quickly trained and adapted to the operation of the machines of war, and that the situation is absolutely serious.

The great growth of the Navy has necessitated the procuring and training of many commissioned officers from civilian life, and in setting up an efficient Navy training program, an opportunity has been presented to observe closely the backgrounds of many of the applicants and to give an insight into present-day education. It is indeed fortunate that the Navy has such a wealth of civilian material from which to draw its men. However, the speed of the Navy education program has been retarded by the lack of certain fundamental education in the candidates it has accepted.

In pleading with you to assist the Navy by proper preinduction training of our young people, I will use an example outline followed by the Persians of old in preparing their men and women for the wars. The young people of Persia were required to qualify on three distinct points: (1) they must be able to ride a horse; (2) they must be efficient with a bow and arrow; and (3) they must tell the truth. These ancient requirements have meaning in our own time.

"Riding a horse" means good physical condition. The Navy implores all institutions, educators, and advisors to young men and women to insist on a physical education and conditioning program that will build the bodies of our young people up to a point where they will be better American citizens, more valuable to industry, and if called upon by our armed forces, they will be an asset. Unfortunately, the Navy has found that over 40 percent of the applicants for enlistment or for an officer's commission are physically unfit for combat duty.

The second statement, "efficient with a bow and arrow," means knowledge and skill. The Navy is not equipped, at present, to instruct officers and men in mathematics, physics, the general sciences, and English, after receiving them into the fold. The Navy is highly specialized, and the Navy's educational program is set up on the basis and assumption that at least some people have been taught the fundamentals of education in the secondary schools and colleges. It would amaze and astound you if you were to talk to applicants who have all sorts of degrees behind their names, but have absolutely no knowledge of mathematics.

The third point, "tell the truth," means character, that is, truth loving, filled with ideals of our democratic America. Training in these ideals is best done through early teaching of the heroic tales of American history. We may leave the controversies to the scholars; for the children in your schools the heroic events and traditions are stimulants. These children, in fact all of us, must realize that our forefathers saw fit to live and die for this country and its liberties and privileges, and, therefore, we must love our country and love it so that we are willing to make the supreme sacrifice if necessary in the interest of our loved ones and of mankind.

PAUL F. DOUGLASS

A new word has been added to the vocabulary of American education. That word is *acceleration*. Acceleration for the time being supplants all the other

concepts which we have been trained to revere. Setting the terminal point of higher education just a little above the junior college level, the shortened term is being integrated into an accelerated program all the way down the highway of the educational process, indicating that we may presently be operating permanently on a new schedule of years and breaking points.

The colleges are confronted with a major problem. It is this: Under the urgency of the crisis they must with dispatch train men for maximum and immediate destructive effectiveness in a social order which is temporary; they must, however, expect from these same men leadership in a social order which they pray will be permanent. To discharge their responsibility in such a post-war epoch they must cultivate constructive ingenuity and deal with problems with character and tolerance.

We are being forced to *act* today upon issues which have long been crying for answers—issues which most of us have been reluctant to face because of the rigidity of our own educational folkways and the magnitude of our own vested interests. These questions are basic: (1) Who should go to college? (2) Why? (3) How long should he stay? (4) What should he learn? (5) Who should pay the bill? (6) To what objective should education be directed?

We are being compelled to think through *now* the solutions to these issues.

The primary function of the college is to develop in man dependable, scientific, organizing conceptions of his world and of his place in that world—dependable, scientific, cultural ways to guide him in his adjustment within himself, in his adjustment with the world of nature, in his adjustments with his fellow man.

May I list in what I believe to be the sequence of importance the obligations which seem to be incumbent upon college administrators in adjusting the college curriculum to the urgent needs of the hour and in understanding the issues at stake?

1. *The accent of instruction.*—The time has come to unburden ourselves of the folklore methodology of segmented instruction. The accent of instruction is something which makes every class hour in any classroom significant for values and standards. It does not make any difference whether the subject is physics or art. You may be shocked to learn that The American University and Phillips Memorial Gallery have undertaken a very ambitious and challenging program in creative art right now in the midst of the crisis. I cite this as an illustration to show what I mean by the accent of instruction.

2. *The encouragement to read.*—I place next in importance the service of the library—not the traditional library service which is an appendage of our college program, but an integrated and stimulating library *service*. I know of no better way to explain what I mean than by quoting the statement of library policy adopted by the Council of the American Library Association on June 26, 1942:

The American Library Association believes that the American people are faced by three problems of such dominating importance as to demand the concentrated efforts of all agencies. They are:

1. How to make our maximum contribution to the winning of the war;
2. Whether we as a Nation wish to return to pre-war conditions or to continue progress toward democratic goals;
3. Whether and to what extent we want our country to participate in the organization of the world for peace.

The Association therefore recommends that every library give the greatest possible emphasis for the duration of the war to those materials and services which will give people the facts and ideas that will enable them to make intelligent decisions on these important questions; and it calls upon its officers to assist libraries in carrying out this program with all the means and imagination at their command.

Libraries must always refrain from telling people what to think. They cannot avoid the responsibility of helping them to decide what to think about.

3. *The stimulation of the student.*—Every teacher must assume a new responsibility for enkindling the imagination of the student, disciplining that imagination, motivating the will to know and think about the broader aspects of our crisis, and shaping the design of character which voluntarily accepts social responsibility. These values are the product of good teaching and of the total educational environment. They can be encouraged by coherent student activities.

4. *Curriculum design.*—To meet the demands of the accelerated program we are fortunately being compelled to emphasize comprehensive and general courses which span disciplines and cross-fertilize. We must restudy our basic courses and organize them to lay broad foundations by showing the student: (1) the nature of his world, (2) the nature of himself, (3) the mechanics and processes of living, and (4) his responsibility for participating in the organization of institutional designs so that men can live for values as well as die for them.

A. B. BONDS, Jr.

In October 1941 the Southern University Conference meeting in Birmingham, Ala., adopted a resolution calling upon each member institution:

. . . to adjust its program, within the limitation of its resources and facilities, and within the scope of its functions, to meet the increasing variety of demands which a developing democracy makes upon it, particularly in times of emergency.

One other resolution adopted at that meeting is of significance to us in this discussion today. That proposal called upon member schools:

. . . to strengthen moral and spiritual values in community life through every agency at its command, and to provide broad religious as well as intellectual and moral training for youth in the belief that, since the basic democratic conceptions derive from religious idealism . . . they will scarcely survive unless supported by the inspiration of their original source.

Let us think together for a few moments along the lines suggested by these two resolutions. There seems to be little question as to the desirability of adjustments in the college curriculum to meet conditions brought about by the war. Very properly, the inquiry today is phrased in terms of *how* these adjustments shall be made.

The National Roster of Scientific and Specialized Personnel is the largest finding list of scientists and specialists in the world. Each day in Washington a dramatic story could be written of the unusual requests which come to the Roster for particular skills. For instance, this global war has necessitated our finding scientists familiar with exotic dialects and locations. There is an even greater drama in the requests for top-ranking scientists to do work here in our own country. We have been able to measure the demands for these persons in various fields and to arrive at an evaluation of the critical nature of certain fields. The increasing difficulty of locating unutilized talent in these critical fields has made the Roster strategically aware of the great need for training additional personnel.

We face the necessity for a reasonably accurate digest of the categories in which a need for trained manpower exists. The Wartime Requirements Division of the National Roster has been actively working on this problem for some time. This Division is composed of a Governmental Liaison Unit, an Industrial Liaison Unit, and an Educational Liaison Unit. Machinery designed to secure figures on demand and supply of scientific and specialized personnel is in operation in these three Units. For example, the Industrial and Governmental Liaison Units develop a picture of the demand for professional personnel in certain of the physical sciences. As soon as fields of need are certified by these Units, the Educational Liaison Unit secures figures on the productive capacity of the colleges and universities in these critical fields. The entire Division then collaborates upon a report, designed to show on the one hand the relationship between the established governmental and industrial need for professional people, and on the other hand the potential capacity of the colleges and universities to supply these needs through training. The first of these reports to be completed deals with the field of physics. It is hoped that the findings of this study will answer, for departments of physics, the problem which this group is considering today. I can say at this time that the maximum physics teaching capacity reported by our colleges and universities is inadequate to meet the personnel needs already expressed by the armed forces, Government, and war industry.

I feel that the question being considered here today cannot be answered in specific terms. There can be no tidy blueprint for the plan of adjusting the curriculum to meet war needs. The problem we face is too dynamic and too protean to admit of a single, or constant answer. There are many answers at many levels of action. Our schools will be called upon to train men in activities as varied as disassembling a rifle or attempts to harness atomic power. Within this ambit of action, there is room for every institution of higher learning to render a potentially unlimited service to the Nation during this emergency. The success of our training efforts will be much more dependent upon a point of view than upon any perfectionist, mechanical arrangement, which might be suggested here. I am confident that the patriotic determination of our school people will project itself in daring and flexible ways to meet training needs as soon as these needs become apparent.

As a concluding point, may I emphasize my belief that every academic institution has an obligation to continue to emphasize those courses which relate directly to the development of basic democratic conceptions. Even before the outbreak of this war, there was a feeling that many of our schools were graduating men—especially in the physical sciences—who no longer understood the creative principles of the society in which they were to live. This premise is broadly stated here. However, there is a danger that the increased emphasis which we must now give to scientific studies, will militate even further against continued interest in the social sciences and the humanities. Education in democracy during this time of crisis faces the task of preserving, and making effective, fundamental doctrines of human relationship. We must realize that our world is passing through an ideological as well as a military revolution. The responsibility for our Nation's success, in both of these struggles, lies heavily upon the academic institutions.

DONALD C. STONE

The war merely accentuates administrative deficiencies in our governmental structure—Federal, State, and local. Changes in the college curriculum in respect to training for public administration which I believe are indicated by wartime needs are mainly adjustments in trends which have been in effect for the last 10 years.

Before submitting specific suggestions as to how the universities might approach this problem, I wish to set forth a series of bench marks, channel markers, or radio beams, depending upon which medium of transportation you prefer. Some of these bench marks may be generally recognized but many of them are not, and I fear that until the universities decide to be guided by them, we will not see much progress in this field of training for public administration.

The bench marks.—1. Scientific knowledge and technical skill have outdistanced our ability to apply either. By this I mean that we have not developed the administrative side of our governments to the point where we make the best use of the advances in science and technical practice. This is true at all levels of government and in all fields of government. Our knowledge of preventive medicine far outstrips our competence to organize and administer public health programs that meet the health needs of the Nation. Our knowledge of engineering runs far ahead of our ability to put farsighted public works programs into effective operation.

2. The need for competent administrative personnel is more urgent now than ever before. When administration breaks down it is usually because of lack of leadership, knowledge, and ability on the part of the administrative staff, not alone at the top of the organization but all the way down the line. We are paying dearly now in the Federal Government for our failure during past years to establish Civil Service recruiting programs which would bring into the Government for administrative work the most competent men and women that the country could offer.

3. Opportunity for a professional career in Government administration is virtually unlimited. (Perhaps I should except the factor of salary because the higher positions cannot compete with salaries paid in private employment for comparable levels of responsibility.) Government offers exceptional opportunity for administrative work in every field of endeavor imaginable. Persons who demonstrate administrative aptitude rise rapidly. In fact, the opportunities for moving up during the past few years have been almost too great. The recruitment of several thousand college graduates under the examinations for junior professional assistants is having a profound effect.

4. The feasibility of training in public administration has been fully demonstrated. Realization of this fact is urgent. The results of the few well-organized training programs for employees already in the public service as well as pre-service programs are impressive. This does not mean you can make an administrator or an administrative aide out of any old human carcass any more than you can create a great painter by teaching him the elements of perspective and of pigmentation, or that you can create a great musician by intensive instruc-

tion in musical notation. The art of administration requires far more than learning formulae, mechanisms, and procedures.

5. Most university training efforts in public administration have been poor improvisations. Seldom have persons who really understand administration been assigned to develop programs. Knowledge of the substantive fields of government is not enough. Moreover training in public administration has been thought of primarily as a curriculum for the political science department rather than as a university-wide undertaking calling for the best efforts of all of the professional fields and schools. Except for relatively few members of the staff who have concentrated in public administration, few political scientists are competent to give professional preparation for management positions.

Suggestions for consideration.—The foregoing bench marks in themselves reflect the recommendations which I should like to submit for your consideration. I recognize that the loss of both teaching staff and students and the other adjustments in university programs to meet war requirements vitally affect what can be done in the curriculums looking towards administrative work in the public service.

1. Every college and university of any size, particularly those with professional schools, should assign a competent administrator, perhaps working through a committee, to develop university-wide plans for public service training.

2. In the smaller colleges and in institutions where a teaching staff with substantial experience in governmental management (academic or otherwise) cannot be recruited, no pretense should be made that students are being trained specifically for administrative work in government. Without such staff facilities, the institutions can best confine themselves to (a) offer a liberal curriculum in the social sciences to give the student perspective in his approach to public affairs, and (b) offer regular courses in the various departments which will give the student substantive background in whatever field he is studying, e. g., transportation, international relations, highway engineering, public finance.

3. Perhaps the most productive type of administrative training in relation to the war is the conduct of after-work classes for Federal, State, and local employees. Because of location, some universities cannot do much of this kind of work, although they might carry on their programs at a distant city if other institutions are not available locally.

4. With respect to full-time students, I recommend that more attention be given to channeling into the public service field outstanding students who do not know what occupation they wish to pursue. The satisfaction of the many students who have chosen such a career and the relatively great opportunities in government administration warrant such a policy.

5. In carrying on training programs the universities should ferret out those men in the public service with capacity for both teaching and administrative experience who can be employed part-time if not full-time in meeting the professional needs of the students, both pre-service and post-entry.

6. Far more attention should be given to the development of the curriculum in the administrative aspects of the subject matter fields of government, e. g., welfare, agriculture, economic regulation, military science, international relations, education. In fact, it is in developing administrative training in these special fields that greatest opportunity lies.

7. The departmental barriers in the universities need to be broken down. The expert in organization on the political science faculty, if he is an expert, should teach in the engineering, social welfare, military, public health, and other departments.

8. Course content and teaching methods in administration need drastic revision. I am thinking of such objectives as a switch from the description of activities and organization of government to the basic problems and type-situations in government; a switch from the doctrinaire to cases—clinical not legal; and withal primary emphasis in the analysis of such problems as the objectives of administration, the pressures surrounding administration, human behavior in administration, the problem of division of labor (organization), and so on.

Obviously every change in a university curriculum should be made with the thought in mind as to how it will contribute to winning the war. However, looking at the role of the universities from the standpoint of a governmental official concerned with over-all problems of the organization and management of the Government, it would appear to me essential that the colleges and universities gear their plans to long-range as well as immediate needs. In any event, the administrative task that will face this Nation after military victory is won, will, I predict, be even greater than the administrative tasks that we now face in fighting the war. If we are to meet this challenge of the future, colleges and universities must do their part to prepare a competent manpower by developing adequate programs of training in government administration.

G. DONALD HUDSON

Officers of the Army and the Navy and representatives of 42 institutions of higher education in the Sixth Service Command met at Northwestern University in June 1942, "to determine with as much precision as possible what work in astronomy, map interpretation, mathematics, meteorology, and physics, colleges and universities should provide for students who are looking forward to service in various branches of the armed forces." The results of this conference have been published in a 39-page booklet, "Pre-Induction Courses in Astronomy, Map Interpretation, Mathematics, Meteorology, Physics," which can be obtained from Northwestern University, Evanston, Ill.

Problem 19.—What Educational Services Do Adults Need in Wartime?

Questions raised for discussion:

1. What should adults know about the issues and aims of the war? What agencies, public and private, should carry the responsibility for informing the public about the issues of the war?

2. What should be done to explain inflation and the problems of rationing, price control, conservation, salvage, and war savings?
3. What are the special wartime problems of maintaining health and physical fitness and what can be done to cope with those problems?
4. What are the social and psychological effects on children and youth of current war conditions? What should be done to protect child welfare and family values during the war?
5. What is the Federal Government doing, and planning to do, with respect to disseminating public information about the war and war problems?
6. How can the press, the radio, and the moving picture be utilized to best advantage in wartime education of adults?
7. What are the special opportunities and responsibilities of the public schools in meeting the wartime educational needs of adults?

Officers of the symposium:

Chairman: ARNOLD E. JOYAL, University of Maryland, College Park, Md.

Reporter: WILBUR F. MURRA, National Council for the Social Studies, National Education Association, Washington, D. C.

Presentations:

HERBERT C. HUNSAKER, Associate Chief, Bureau of Special Operations, Office of War Information.

M. L. WILSON, Assistant Director, Office of Defense Health and Welfare Services; Director of Extension Service, U. S. Department of Agriculture.

ALVIN C. EURICH, Chief, Educational Relations Branch, Consumer Division, Office of Price Administration.

HOWARD FUNK, 2nd Vice-President, National Congress of Parents and Teachers, Bronxville, N. Y.

Panel members:

SAMUEL MADDEN, Hampton Institute, Hampton, Va.

ALEXANDER MEIKLEJOHN, President American Association for Adult Education, New York City.

CLARENCE H. SPAIN, Principal, Binford Junior High School,
Richmond, Va.

Summary of Discussion

Recommendations particularly stressed by one or more of the participants were:

1. Programs of adult education should reach *all* the people—those of all races and classes of society, and those who aren't normally participants in formal groups.

2. We should educate adults not only about this war, but also about the problem of war itself. (It was pointed out, especially by Mr. Meiklejohn, that unless the adults who survive this war understand the underlying nature and causes of war as a social evil, the post-war generation will be doomed to face the Third World War. We must, he said, teach people now how to stop war.)

3. There is great need for coordination of wartime adult education activities on both the national and local levels.

4. Elements for a good program include public interest and demand, leaders, and machinery. (The audience differed in opinion as to the relative importance of each of these three factors.)

5. War problems discussed in adult-education work should be immediate, concrete, and local to a great extent—rather than remote and abstract.

6. Both the curriculum and methods of adult education should be conditioned by a realization of the facts that increasing numbers of housewives are working in industry, and any member of the family is likely to be working on a night shift.

7. Civilian defense councils should be impressed with the importance of adult education.

8. Free, open, and fundamental discussion of war issues is vital to morale.

9. There is a distinctive role for small-unit organizations of adults—especially in cities, inasmuch as rural areas are already better organized on a “neighborhood” basis.

10. A pattern for community action should be set nationally, but local adaptations will have to be made.

11. Some national authority should tell local communities how important it is that they select and train their own leaders.

12. Schools have an important role to play in community leadership, but their opportunities are curtailed by inadequate school budgets.

Digests of Presentations

HERBERT C. HUNSAKER

What Educational Services Do Adults Need in Wartime to Understand the Issues and Goals of the War Effort?

If the American people are to go all-out to win this war, they must understand more fully than they do now what the war is about; what the fundamental issues are, what the goals are for which they fight. They must know what they are fighting *for* as well as what they are fighting *against*.

They must see that they *are* fighting for fundamental values. They must see the relation of every dollar spent, every ounce of energy put forth, to the preservation and the expansion of our basic freedoms: Freedom from fear, freedom from want, freedom of expression and association, and freedom of worship. They must see that the whole human species is involved in a revolution of globular dimensions, to determine whether those who believe in the free way of life shall remain free. And they must see that nowhere in the modern world can the liberties of *any* people be safe if in any considerable part of the rest of the world these same liberties are trampled underfoot. . . .

Once before we fought a war to make the world safe for the democratic way of life. We need to ask ourselves now: Why did we fail to cash in on that great effort; why did we fumble the peace and lose it? . . .

It is perhaps not unjust to say that if the educational forces had done their job more adequately in the past our people would have reacted more intelligently to the post-war problems and our public policy regarding world affairs would have been sounder and more effective.

Late as it is, it is not too late for us to educate our people even now to see clearly what the war is about and what its goals are. We have made a beginning, but we must do much more and do it quickly. While we must educate on every age level, we must pay very especial attention to the education of adults. It is adults who must furnish most of the manpower for the military and production effort, who control most of the purchasing and saving power which can prevent inflation, and it is adults who determine public policy.

We have already reached most of our adults with training in defensive measures. We are attacking with increasing effectiveness the problem of training men and women for wartime production and military efforts. But the biggest job in the field of adult education is the mobilization of public opinion.

We need to put on an offensive to give our people the information on which enlightened public opinion and voluntary cooperation alike depend. If the American people are properly informed on fundamental issues and goals, they will discipline themselves and do all things necessary to win the war. They will stop petty carping, destructive criticism; frown upon and sternly rebuke those who act from selfish, personal, or political motives; be willing to be taxed more heavily but will insist that the burden be fairly distributed; buy less and take good care of the things they have; cut down waste and salvage needed materials, cheerfully and honestly comply with the price-fixing and rationing laws and prevent "black markets"; save and save to buy bonds, realizing that in so doing, they are not only helping to finance the war but to prevent inflation; and live simply and keep up their health, efficiency, and morale. They will attend training courses to equip themselves better for any contribution they may be able to make to the war effort.

These are the things we must get adults to do. They will do them if opportunities are made available. It is an educational job. It is a major challenge to the educational leadership of the Nation.

How is the job to be done? Roughly speaking, in two ways: Through organized education and through informal educational efforts carried on with and through adult voluntary groups.

In every community and neighborhood throughout the Nation there should be established adult-education programs. These programs should be established by those who realize that the education of adults cannot be carried on in the same way as on the lower-age levels; that adults cannot be dragooned, that the motivation of their learning must be different, and that in many situations the method of instruction itself must be different.

It should be one of the purposes of these community projects to help both men and women to discover how their abilities can best be geared into the needs of the war effort and then to provide them with the specific training for the jobs that must be done. Those who set up these programs can learn the needs of the armed services and industry from such agencies as the War Manpower Commission, and the United States Employment Service.

But adults will not flock to these courses unless they are well motivated. We must help them to see that the great stakes for which we fight cannot be won unless each of us makes his maximum contribution. We must go even further and make them feel that we face national and personal disaster unless every last one of us goes all-out in his efforts to help. That is why we must stress in these adult programs enlightenment on the issues of the war and the goals to be achieved.

Education of this type is best carried on perhaps through the medium of discussion rather than the usual type of classroom instruction. The task is to reach adults at the point of their personal concerns and interests and to get them to think through their own problems in relation to larger issues.

All over the Nation, in every nook and cranny, adults should be discussing the issues confronting them as individuals and groups in the light of national and world issues. All of them cannot be brought together in meetings especially called for this purpose or attend classes in which issues are thought through and discussed. We must, therefore, get them to engage in such discussions in their organizations, such as: Labor unions, farm organizations, church groups, luncheon clubs, women's clubs. We must, in other words, "carry the mountain to Mahomet."

We must also make a special effort to reach those who do not participate in voluntary organizations of any kinds. Here, perhaps, the radio, the press, the motion picture must be relied upon. But these media do not make great use of general discussion, and discussion is very important.

To make discussion fruitful and creative, however, it must be carried on under the direction of skilled leaders. The training of discussion leaders is a special problem in the education of adults. Another is that of securing or producing suitable materials. The content of materials of instruction must be adult in character but the language used must be adapted to the educational level of the adults to be reached.

Already each of the several war agencies has developed or is developing its own educational program. Each is setting up regional or State and local machinery. Each is making demands upon the established educational agencies. What they are doing needs to be integrated unto a unified approach, by the time it reaches the ultimate consumer. If this is not done, our citizens are likely to become bewildered and confused, as indeed many of them already are;

or they are likely to become restive under the impact of competitive demands upon their time and energy. Just how this coordination is to be effected is the problem now confronting the war agencies and the problem is still to be solved.

Well-integrated educational programs need to be worked out to reach all people. Block by block, farm by farm, they must all be reached. So far as possible, they should be inspired to set up their own programs and to develop spontaneous enthusiasm for participating, not only in the more dramatic business of actual defense against bombing and fires, but for the less dramatic business of trimming down their consumption of various foods, doing without new clothes, giving up the use of their cars, and foregoing the luxury of "Keeping up with the Joneses." But to develop and to engender such enthusiasm, we must furnish information and leadership on a greater scale than this Nation has ever attempted heretofore.

M. L. WILSON

What Educational Services Do Adults Need in Wartime to Improve the Health and Physical Fitness of Themselves and Their Families?

Strength, health, vigor and physical drive are essential to maintenance of our spiritual aims and achievement of victory. Services promoting these qualities are fundamental to the war effort. The Office of Defense Health and Welfare Services was established to serve as a center for the coordination of such services by Executive Order of the President on September 3, 1941. Federal Security Administrator, Paul V. McNutt, was named Director of this office which has two main functional subdivisions, the Division of Health and Welfare and the Division of Nutrition.

This office has striven through cooperative action, and education which is basic to all such action, to assist the homes and communities of this Nation to assume the new responsibilities and opportunities—to solve the problems, old and new—which confront a democracy at war. Its fields of activity are many, and all are important to the maintenance and improvement of health and physical fitness. Here I can give but passing mention to many which are deserving of far greater stress—the services of education, health, nutrition, and recreation; and those devoted to the child, the family, social protection against prostitution and venereal disease, community facilities in defense areas and, finally, those services incident to military action.

All of these services, I repeat, are highly important and deserving of extended discussion. The time allotted, however, will not permit, even should competence be present, of adequate treatment of the significance of any one. For this reason I shall confine myself to speaking briefly of some of the aspects of the nutrition program with which circumstances have made me to some extent familiar.

The background of this program lies in the accumulation of scientific proof that the physical fitness and morale of people is determined to a great

extent by good health and good nutrition. Recent studies have shown that, whether through ignorance or poor distribution, one-third of our Nation is inadequately fed to maintain really good health.

The latest scientific standards given out in this country are included in the statement on human nutritional requirements released by the Committee on Food and Nutrition of the National Research Council. This statement listed basic amounts of calories, proteins, minerals, and vitamins needed by human beings to be properly nourished. It provided a new yardstick of human food values.

The setting up and adoption of these standards of nutrition marks the beginning of a new epoch in consumption, production, and human welfare. They represent something tangible upon which individual or national goals can be based.

It is one thing, however, to set up scientific standards or put down goals on paper, and another to get everyone to do what is best for himself. The problem of translating the statement of the Council into terms of familiar foods that people eat—and like to eat—was also a matter for discussion.

In the resultant program Federal and State agencies, industries, utilities, distributors, and many other public and private organizations have cooperated in advancing the principles of good nutrition. Nutrition committees set up by the States in 1940 and 1941 have played a vital part. In every State there is now an active nutrition committee. Thirty-nine nutrition conferences were called by the Governors in 1941. The State committees encourage local groups to organize on a county or community basis. Reports have shown that there are now more than 2,600 such committees. More than 200,000 women, it is estimated, took nutrition courses during the past year.

Work with, by, and through the community, its institutions and services, has been a cardinal feature of the educational program. An outstanding development has been the popularization of enriched white flour and bread throughout the United States. Surveys and reports have indicated many other changes in attitudes and consumption.

Paul V. McNutt recently estimated that at least 80 million working days can be saved this year if war workers keep fit. That means 14,000 more bombers, 10 dreadnaughts, 33,000 tanks to help us win the war. This is not just the problem of Government, or of private industry, or of labor groups, or any group alone. It is a great cooperative problem in solution of which the housewives of America will play a primary part.

Our main educational job, it seems to me, is to shape in adults a new *attitude* of mind toward food and nutrition problems. By means of adult education we should create a *demand* for information on right foods and an understanding of food needs in relation to food supply.

While we cannot underestimate its importance, nutrition, however, is but one of the services, which, through education, must be brought to bear toward victory and for the mitigation of the devastating and wasteful destruction wrought by an aggressive and hostile enemy in a mighty conflict. On our military front, our industrial front, our home front, these services must maintain our physical fitness and health. They are the implements for building physical toughness, mental alertness, and morale which must sustain the ideals, humanitarianism, and

faith which characterize our national destiny. If used, and well used, they should, as Vice President Henry A. Wallace has said with specific regard to nutrition, make for a new order—"not a new order based on fear, compulsion, and slavery but a new order based on physical well-being, equal opportunity, and freedom of the soul."

ALVIN C. EURICH

*What Educational Services Do Adults Need in Wartime to Meet the Problems of Consumers?*¹

Once we recognize the problems of consumers in wartime, what shall we do about them? What are the educational services adults need? The answer you want from me to that question, I am sure, is in terms of what services the educational branches of the OPA are ready to provide. In general, we attempt to serve four functions.

First, it is our responsibility to see that the public is properly informed, to give them the basis for a broad understanding of our wartime economic program.

Second, our objective is to see that Government is advised of public needs, just as the public is advised of Government action.

Third, it is necessary for community leaders, charged by their official or strategic position with responsibility for community welfare, to encourage action appropriate to the community's most pressing problems.

Our fourth goal is contained in the other three, and it is compounded of them. That goal is the creation of a spirit of voluntary compliance with price, rent, and rationing regulations, and with other Government actions developed in behalf of the consumer. Necessary prerequisites to that spirit of voluntary compliance are accurate information, a channel for the expression of inquiries and grievances, and a program of action. In these combined goals we find the possibilities of an informed and aroused public opinion which will reduce to a minimum the need to apply compulsory measures through Government police action and court hearings.

Within the OPA we have an Information Division, a Consumer Division, and a Research Division particularly charged with handling informative materials, suggesting programs of action, and doing everything possible to obtain voluntary action which will reduce the necessity for Government regulation.

Within the Consumer Division, there are six branches, three of which are engaged in relations with the public. One of these, the Commercial Relations Branch, cooperates with other divisions of the OPA and with individual manufacturers and distributors to the end that OPA may use effectively the channels of information which have been established between private industry and the consuming public.

The Program Activities Branch offers its services to all kinds of community organizations and civic groups. It works, in close cooperation with State and community war councils, women's clubs, churches, fraternal organizations, and similar groups, with the exception of labor unions, which are approached chiefly through the Labor Policy Branch of the Research Division.

Read by Walter D. Cocking, Asst. Chief, Educational Relations Branch, Consumer Division, OPA.

The Educational Relations Branch is set up to provide service to the educational institutions, organizations, and young people's groups throughout the country—to the groups that are represented at this National Institute. It is the responsibility of this branch to provide, in cooperation with other agencies such as the U. S. Office of Education, services in line with the four major functions of the Consumer Division.

From this brief account, you may be in doubt as to which branches are concerned with adult education. In the broad sense, all operations of society, of course, are a form of adult education. The Information Office of OPA provides the public in general with information about the program. The concern of the Educational Relations Branch of the Consumer Division is primarily with those aspects of adult education which are organized into formal study courses, with classrooms and workshops, specializing in the wartime problems of consumers related to price regulation, rent control, rationing, and conservation. The Program Activities Branch provides services to civic groups concerned with the enlightenment of the public in regard to consumer problems, and the Commercial Relations Branch works with the enlightenment of the public in regard to consumer problems, with and through the manufacturers and retailers. Through these various agencies we are providing educational services for the home-front program that deal with living costs, taxes, farm parity, wages, salvage, conservation, credit, subsidies, and debt.

In support of a program of wartime consumer education, there are certain obvious organizational forms which the schools can follow such as: War Committees, War Information Libraries, Consumer Centers, public forums, surveys, polls, study courses, training courses, exhibitions, and dramatic activities. I'd like to spend a few moments indicating how a few of these school enterprises may bear particularly on prices, rents, rationing, and conservation.

It seems to me that the first step for the school would be to form a War-time Consumer Education Council, composed of teachers of home economics, social studies, and others who may be interested. This Council may provide consultation services for families who are seeking to adjust their budgets to wartime conditions. It may also organize neighborhood groups to discuss budget problems under their guidance, and it may offer its services to local women's clubs and similar organizations. Through this Council adults may expand their natural interest in income and spending to wartime demands. In effect, they would make a determined effort to organize a family budget. As I see it, the organization of a budget is a beginning rather than an end. Because, after a budget is planned, as we find out in Government, the big problem is to make it work.

The next step is to outline activities which will help local families to live within the budgets they have adopted. Many of these activities may be conventional peacetime economies. Others will relate to wartime measures: Sharing of cars; pooling of durable equipment and tools; clothing exchanges; operation of home workshops and repair clinics; planning the apportionment of rationed supplies; checking on prices; attending hearings on rent control; assistance with rationing registration; cooperation with War Price and Rationing Boards; instruction in buying according to grades, labels, and standards; and study of price and rationing legislation, both national and local.

Adult education is not merely the reading of a book, the acceptance of certain facts, or the assumption of an attitude. Unless it produces action consistent with the facts, it is a barren and futile occupation. This is no time for extended deliberations and academic debates. This is a time for quick and decisive action on the home front as well as on the military. This is the time for united action.

Last week Mr. Henderson presented a direct guide to what Americans still must do to prevent inflation:

I suggest that as your individual part in this offensive you as consumers patronize only those merchants who have posted their prices, that you refuse to patronize those who, through design, are palpably evading regulations.

More than that, I suggest that you yourselves refuse to join in an orgy of free spending, refuse to be wasteful.

Does this seem little? Perhaps it does. But think of it this way. Battles themselves are not won by individuals but by the united effort of the many.

I should like to believe—I do believe—that we have reached that point at which our offensive should and must be launched.

In order to accomplish this end the Government is now providing a variety of educational services. But all those services combined cannot carry on the program of adult education as it now needs to be done. They provide only some of the essential tool. The job remains with our local communities and with our educational institutions. The educators of this country are responding nobly; and, I am confident, they will continue to do so in order to provide adults with the essential information and a broad understanding of consumer problems in wartime, with the means for interpreting their reactions to the Government, with suggestions and stimulation for community action, and with the basis for recognizing individual responsibility in this war and for developing a spirit of voluntary and eager compliance with those national policies that are essential in presenting a united front to the enemy.

HOWARD FUNK

What Educational Services Do Adults Need in Wartime to Understand and Deal with the War-Born Problems of Children and Youth?

The organization which I have the honor to represent approaches this problem from the standpoint of the family. The National Congress believes that the war-born problems of children and youth can be solved or ameliorated in proportion to the extent that the family understands the situation and is able in its daily life to exemplify the living faith that it wishes its children to absorb. Family habits, customs, mores and action patterns are the most potent teachers of children and youth in times of both peace and war.

I do not mean to say that family life is not now affected by the war, that it will proceed as usual; I mean rather to indicate that the patterns which are effective in peacetime are equally effective in these times. The great need of adults who hope efficiently to understand and deal with the war-born problems of children and youth is for proper direction and orientation in regard to these problems—not for a brand new scheme evolved to meet the needs of the moment.

The principles and facts of child development are the same in peace and in war. When this is understood, then we may give the special emphasis which the child needs to understand war's effect upon his family and himself.

Parents generally have not understood that security is a prime essential in proper child development, that the fearful child or youth cannot be mentally alert and physically sound to the point that he can develop normally and naturally.

Our newspapers, magazines, and radio now carry regularly material which generates fear in persons of any age, but more particularly in immature minds. Changes in our daily life, such as occasional test alarms and blackouts, simpler transportation and amusements, less food of some kinds, and so on through the gamut of war-born changes in living, all have an effect upon children and youth. The interpretation of these changes, the reason for them and the adjustment of family life to them will determine the attitudes of most children toward them.

Children must be given straightforward answers to their questions about the war. To do this parents must be secure in their own thoughts and actions. They must be intelligently aware of the present conditions. Here the school and the home may cooperate by:

1. Setting up study groups for adults who wish to know how they may best help children develop normally in these abnormal times.

2. Organizing community forums and discussion groups which can help adults to understand some of the complexities of the times.

3. Organizing all available community recreational facilities for children and youth.

4. Encouraging children and young people to participate in every way possible in war activities appropriate to their age, such as war savings campaigns, messenger service, sewing, first aid, and so on.

5. Helping children and youth to understand the problems of the post-war reconstruction period and to be prepared for their part in it.

Problem 20.—Aviation Education—How Should It Be Extended?

Officers of the symposium:

Chairman: BEN D. WOOD, Aviation Education Research Project, New York City.

Vice Chairman: CHESTER HOLMES,¹ Asst. Superintendent of Schools, Washington, D. C.

Reporter: WILLIS C. BROWN, Special Representative, War Production Training, U. S. Office of Education.

Presentations:

Maj. FRANCIS PARKMAN, U. S. Army Air Forces.

Lt. Comdr. DANIEL BRIMM, Bureau of Aeronautics, U. S. Navy.

GILL ROBB WILSON, Director of State of New Jersey Department of Aviation, Trenton, N. J.

Panel members:

W. H. JOHNSON,¹ Superintendent of Schools, Chicago, Ill.

EDGAR FULLER, Educational Consultant, Civil Aeronautics Administration.

REUBEN T. SHAW, Chairman, Philadelphia Regional Committee on Science and Mathematics Teaching, Philadelphia, Pa.

JAMES E. PIXLEE, Chief of Physical Training, U. S. Army Air Forces.

N. L. ENGELHARDT, Director, Aviation Education Research Project, New York City.

Summary of Discussion

In organizing or extending aviation education in secondary schools, the following points were brought out which should be kept in mind:

1. *The emergency war aim (primary).*—Three priorities should govern the development of curricula for boys who hope to enter military flying. First priority should be given to the following subjects which should be included in every high school engaged in emergency training:

- (a) Mathematics—I year minimum, although 3 years in secondary schools is desirable. The aim should be complete mastery of basic arithmetic functions, including fractions, decimals, percentages, and areas. Speed drill should be stressed, and the solving of simple mental problems emphasized. If sufficient time is available, it is desirable to give an introductory course in algebra and plane geometry. There should be no need of going farther than spherical trigonometry under any circumstances. If only 1 year of high-school mathematics is given, this should be located in the twelfth year as proficiency is lost during a period of disuse.
- (b) Physics—I year of high-school physics should precede military flight training. In this course, practice should be given in applying the principles of physics to aeronautical problems.
- (c) Physical Conditioning—a thorough course should be worked out which will accomplish a physical toughening by body contact games. The individual should develop coordination along with agility and stamina. All boys should be competent swimmers.

2. *The emergency war aim (secondary).*—Second priority should be given to the following as a technical aid to boys entering military flight training and should be given wherever 15 boys who seem to be good prospects for military flying are obtainable:

¹ Unable to be present.

(a) Pre-flight Aeronautics Course.

- (1) Scope—See Leaflet No. 63, U. S. Office of Education, for scope of subject material.
- (2) Books—Leading publishers are featuring books suitable for references, including a few texts. See bibliography, Leaflet No. 63, U. S. Office of Education; also bibliography, Aviation Education Research Project, Columbia University, New York.
- (3) Teaching Aids—See Leaflet No. 63, U. S. Office of Education for visual and other aids.

3. *Vocational courses.*—These courses should be conducted where equipment is already adequate, giving as much emphasis to aviation type projects as is feasible, and aiming for aircraft manufacturing or maintenance and repair.

- (a) Machine Shop.
- (b) Sheet Metal.
- (c) Woodworking.
- (d) Electricity.
- (e) Welding.

4. *The general educational aim of aviation.*—This could be rated as having a third priority and should be included in schools after Nos. 1, 2, and 3 above are established. In case any or all of the above are not feasible, then by all means the general education aim should be included as follows:

- (a) Elementary schools—enrich present subject material with fresh text which has the proper aviation content in existing subjects.
- (b) Intermediate schools—enrich present subjects with new aviation content and motivation.
 - (1) Industrial arts aviation classes.
 - (2) Model airplane clubs.

5. *Teacher training.*—In addition to getting the best prepared teachers available, which might include such preparation as the CAA course, it is recommended that in-service training be organized to orient teachers in the aims of aeronautics in the public schools, also to develop a technical understanding of the subject. Such in-service training may take the form of school conferences or possibly attendance at outside classes; again correspondence courses may be found useful.

6. *Administration.*—Wherever pre-flight aeronautics is found feasible in secondary schools, and a scope equivalent to that outlined in Leaflet No. 63 is used, it should be granted full credit for a course of two semesters or longer. See Leaflet No. 63, U. S. Office of Education, for recommendations as to time, scope, and scheduling of classes.

7. *Miscellaneous comments.*—

- (a) Consideration should be given by local schools, especially in larger centers, to that group who have already been accepted by the military flying services, yet who may remain in their local community for another month before actual assignment to flying school. This group forms the nucleus for very practical organized classes in Mathematics and Physics.

- (b) Induction centers will often send boys to schools if they know that classes in basic arithmetic and physics are available in order to give individuals refresher courses.
- (c) It need not be feared that the technical material given in an aeronautics class in high school will be duplicated in CAA training or again in military flight training. Each of these is progressively more advanced in scope, and time given in high schools to pre-flight aeronautics will mean that the military flight training schools can complete their training in a shorter period of time.

Digests of Presentations

Maj. FRANCIS PARKMAN

There are two approaches to aviation education. One may consider the long-term problem from the viewpoint that we are forced to develop planes to fly faster, troop carriers to carry more troops, cargo transport planes, glider planes, etc. For intelligent service in any of these fields, a student needs to be conditioned through bringing the realities of the air age into the curriculum at all appropriate points. Many boys and girls are conditioning themselves through industrial arts and aviation club activities. These programs are valuable, but need direction, coordination, and substance.

The second point of view is the short range or urgent war need. Undoubtedly, quantities of 1942-43 seniors, and very possibly later the juniors, will be needed as flying officers. Schools, therefore, need to train qualified boys. The Air Surgeon General's Office has prepared a short form of aeronautical qualification test which is available from the Superintendent of Documents. The Army and Navy air services will also give advice on the physical screening process. It should be pointed out, however, that aviation training should be given if possible to others that may not meet these strict requirements due to possible remedial training and possible lowering of military standards. The training given in the air corps comes under four headings: (1) Mathematics and Physics; (2) Physical Training; (3) Military Indoctrination and Training; and (4) Aeronautical Technical Subjects: (a) aerodynamics, (b) aircraft structure, (c) meteorology, (d) navigation, (e) engines, and (f) radio.

Generally speaking, the better foundation that schools can build in these four fields, the quicker the Army and Navy may do its training. It is recommended that those who wish to adopt an aviation program should study their facilities and guide their programs along these lines:

1. Mathematics and physics:

- (a) A consensus would indicate that 1 year of mathematics beyond elementary arithmetic is a minimum, and 3 years are desirable. One year of this Mathematics training should be included in the twelfth year.
- (b) One year of physics is recommended as a prerequisite for flying candidates.

2. *Physical training:* Physical training should be given with the thought of toughening and improving coordination and quickness of physical response.
3. *Military training:* If properly conducted, military training will give a better adjustment to discipline and military matters, thus shortening future training.
4. *Aeronautical technical subjects:*

The pre-flight aeronautics courses should include 20 to 40 hours of instruction in each of the following:

- (a) theory of flight.
- (b) airplane structure.
- (c) navigation.
- (d) meteorology.
- (e) engines.
- (f) radio.

NOTE: The offering of pre-flight aeronautics should not be considered as replacing aviation mathematics and physics, but should be given after or concurrently with them.

Preflight aeronautics logically belongs in the twelfth year, although, if a longer time is available, it may be started in the eleventh year. Preflight aeronautics is preferably an extra course, never replacing mathematics, physics, English, or American history. The outline of pre-flight aeronautics, as given in Leaflet No. 63 (U. S. Office of Education), has the approval of the joint committee of the Army, Navy, and Civil Aeronautics Administration. Teachers should preferably be specially trained for teaching preflight aeronautics. If one is not available, an interested science teacher with some special help should be adequate. Enrollment may include both boys and girls, both physically qualified and unqualified, although due to space limitations stricter entrance requirements may be necessary. The efficiency of the group should not be lowered by having too large a class. Teaching aids are already available through several publishing houses. Many visual aids are also listed, together with a bibliography in Leaflet No. 63. Elaborate equipment or aviation instruments are not necessary.

Please understand that we are not telling the schools what they should do, but only what we hope they can do and what we know will be helpful to us. The Axis nations have a head start, Germany particularly, having trained her youth for the air from an early age. We do not want to send amateurs against professionals.

Lt. Comdr. DANIEL BRIMM

In considering aviation training in the public schools, it might be well to consider first the present set-up of the Navy program for flight training, which is as follows:

1. Preflight—3 months.
2. Primary—3 months
3. Intermediate—3½ months
4. Operational—2 to 3 months

In addition, practically all students will in the future receive flight training from the Civil Aeronautics Administration before entering pre-flight schools. This is necessary because pre-flight schools cannot immediately absorb men who have been accepted.

The program for training Navy mechanics is as follows:

1. Class A Schools—6 months in general airplane and engine mechanics. Men rated AMM 3C on graduation.

2. Class B Schools—For outstanding graduates and men returned from fleet. Four months of specialized training.

Students for these schools need approximately the same fundamentals as those for flight schools except that emphasis is on the mechanical side and physical geography is not necessary. Physical qualifications are lower.

The Navy notices a marked deficiency of its cadets in mathematics and physics. The Navy uses valuable time in teaching these elementary subjects which should be devoted to advanced training.

Academics taken in Navy pre-flight schools by students are mathematics, physics, physical geography, essentials of navigation, recognition, and radio code. The remainder of the time is given to military drill and physical training.

In addition to 1½ hours of flight training and 1 hour of physical training, 4 hours of ground school is given on Communications, Navigation, Recognition, Power Plants, Theory of Flight, Aerology, Indoctrination, Drill and Gunnery.

In intermediate centers, the following subjects are given: Navigation, aerology, recognition, gunnery, strategy, operation of engines, and 130 hours of flight on various types of planes.

In operational centers, 100 hours are given to specialized flight training and there is no formal ground school.

In recommending what high schools should teach, I can only state what it is desirable that these cadets should know prior to induction. The more of the following material that can be given in a thorough manner, the shorter will be the time necessary for their Navy training:

1. *Mathematics*.—This should include review of basic arithmetic through fractions, decimals, percentages, areas, with emphasis on problems. Most important is rapid and accurate mental arithmetic with plenty of drill.

2. *Physics*.—Physics should be taught with its application to aeronautics. Plenty of practical problems should be given here also, especially applying physics to aerology, engines, and aerodynamics.

3. *Physical geography*.—Emphasis should be given to latitude, longitude, map interpretation using the Mercator and Lambert type projections, and also weather maps.

4. *Physical training*.—Toughening, coordination, and hygiene.

5. *Radio code and blinker*.

6. *Basic training manuals*.—Materials are now being prepared by the Navy and will probably be available to high schools if desired.

7. Other subjects, such as Botany and Zoology, for the duration of the emergency should be dropped to make time for the subjects mentioned.

8. Instruction or discussion of flight maneuvers should not be attempted as this should be left to the Army, Navy, and the Civil Aeronautics Administration.

9. The Navy has a large number of slide films and movies. Textbooks are correlated with these films. Most of them are not restricted and are available through the U. S. Office of Education. Other aids are available, such as shadowgraph maps for projection, oversize instrument models, etc.

GILL ROBB WILSON

Educators are to play a more important part in aviation and the future than any other single unit. Germany's advancement in the air has not been because of phenomenal production, but because of a new conception. She has trained her youth from the kindergarten age that distance should not be considered in miles of traveled routes over the earth's surface, but rather in hours of travel by air. The object of this plan has been the conception of an indivisible future, in which all corners of the earth are brought under German control.

Aviation has been a turning point of the human race along with gunpowder, the printing press, and the steamboat. Our United States, due to geographic location, must play a large part in the future of the world, must develop the conception of our indivisible future, and must have vision and foresight in moulding this future. The educators' heritage is to teach moral philosophy to guide the world of the future. A common standard of life among all the peoples of the world will be developed, and the teaching of this philosophy will be the most important job in developing this future.

Industrial control will be the means of curbing future wars, and the wings of the falcon must be kept clipped through this industrial control.

On this, one of the bloodiest days in all history, it can be said that there is more hope for humanity today than ever before because of our growing concept of an indivisible world of the future.

W. H. JOHNSON

Chicago public schools policy is one of all-out cooperation with the Army and the Navy to win the war, and all-out cooperation with the Government to win and maintain the peace.

Our work in establishing aviation education is only one—but a very important—evidence of this policy.

We already have this work firmly established in two of our high schools with adequate laboratory and shop facilities.

But this is only a beginning. Our goal is to have more pupils studying appropriate branches of aviation in Chicago within the next few weeks than any other city in the world. Some have told me that I am attempting the impossible. Our view is that this country must quickly develop the habit of achieving impossibilities to win this war or to be worthy of salvation.

In addition to our already large vocational education and industrial arts program, our aviation education program will have two important aspects:

1. *Science of aeronautics course for high-school juniors and seniors, parallel to and coordinate with the present high-school courses in physics and mathematics.*

2. *"Air-conditioning" the whole curriculum from kindergarten to the senior high school and on through college, with special emphasis on our teachers colleges.*

I have no desire to minimize the difficulties which we shall have to overcome, but I would like to mention one favorable factor in the Chicago situation, namely, the extensive and well-organized Guidance Department which we have built up during the last several years. It is now obvious to all that the success of our war education program in all its phases will depend to a large extent on our success in improving our selection, guidance, and evaluation procedures.

EDGAR FULLER

The problem of teacher supply is most difficult at present. Teachers are needed who can modernize methods of teaching—who can produce a general awareness of the air age, but who can first understand the air age and have, themselves, an awareness of same. The curriculum of schools should be re-directed to make clear what can be done. This is a long-range program.

Teachers should not rely on established procedures in giving aviation its place in the school program. Fundamental aviation courses must be added to the regular program in spite of the shortage of teachers and facilities. In high schools, preflight aeronautics should be a separate course. Teachers who are available should be utilized and encouraged by administrators, and may serve several schools or it may require several to serve one school. Teachers should be encouraged in self-improvement, such as taking correspondence courses, visiting airplane factories, attending Civil Aeronautics Administration classes, etc.

Emphasis should be placed on in-service training to utilize mathematics, science, and Industrial Arts teachers to instruct preflight aeronautics classes.

REUBEN T. SHAW

In considering the place of Mathematics and Physics as related to aviation in the high-school curriculum, there are two approaches:

1. What regular Mathematics classes may do to increase their aviation application.

2. What classes can be provided for the out-of-school group who have enlisted in the air corps and are waiting for assignment.

Attention is directed to the specific recommendations for a wartime program in mathematics and physics issued by the National Council of Chief State School Officers. Write to the State Department of Education, Tallahassee, Fla., for this outline, recommended as adequate for the aviation program.

The Philadelphia public schools have divided the boys waiting for assignment in the air corps into three classes: (1) Those who have passed the air corps test, (2) borderline cases referred from draft boards, and (3) failures from both sources. Separate classes were organized and a high degree of preparation, improvement, and salvage was experienced. Summer classes were also given for teachers who wished to include aviation content in their science classes.

JAMES E. PIXLEE

The enemy has the same materials we have to work with; therefore, the individual is going to win who gets the most out of his equipment, not alone mechanical equipment, but physical equipment as well. As many men are lost through fatigue as are lost by gunfire.

Changes in curriculum must be made because the schools of today do not give adequate physical training. These changes should include work to develop stamina, quickness, coordination, and physical toughening. All boys should be adequate in swimming.

In connection with training aviation personnel, the actual flying is not a physical exertion. Flyers must nevertheless be subjected to physical training because each is considered a potential grounded pilot on enemy territory. Each pilot must be taught to protect himself. In this respect, competitive sports are recommended to develop the competitive instinct; tumbling, boxing, and personal contact games are desirable.

N. L. ENGELHARDT

The Nazis have an 8-year start on us. They ordered that aviation instruction be associated with all branches of the curriculum. American schools, through voluntary action, must overcome this handicap.

It took many years to draw the railroads and their full impact into the American schools. Our social science books still treat largely and solely of the wonder days of the airplane.

The Nazis have put aviation content into every phase of their curriculum. Their magazine "Aviation and the Schools" brings periodically to all teachers new materials for instruction.

The Aviation Education Research Project was set up to prepare curriculum materials on aviation which would fit the needs of our schools this September. The project was begun on March 15 of this year, and there is now available in printed form a series of 16 volumes for use in the grade and high-school classes of the country. The volume of 900 pages on the Science of Pre-flight Aeronautics will be used in many schools. A text on Mathematics and Aviation suggests aviation mathematics problems for every type of class. The Biology of Flight is a volume that will provide new materials in that field of science. Anthologies of Aviation literature will introduce students in junior and senior high schools into this attractive realm of reading. A volume on the Social Science of the Air Age will raise the pertinent issues that conquest of the air has created for solution.

The workers of this project have, however, prepared only a portion of the vast amount of curricular material on aviation which must be made available if our youth are to understand fully the world problems which lie ahead. Our project has included industrial arts, geography, elementary science, and physics—but other branches of the curriculum merit attention. Many more volumes must be prepared. In fact, no author of a school book can consider himself up to date until he has introduced aviation properly into the volume he has written.

Problem 21.—What Shall We Do About Health and Physical Fitness for War?

Questions raised for discussion:

1. How can schools meet the physical fitness needs of children with the shortage of physical-education teachers?
2. How can the school program of examinations and corrections of defects be maintained with the scarcity of medical and nursing personnel?
3. What responsibilities should schools assume in the feeding of children regardless of their health, social or economic status?

Officers of the symposium:

Chairman: AGNES SAMUELSON, Secretary, Iowa State Teachers Association, Des Moines, Iowa.

Vice Chairman: C. MAYHEW DERRYBERRY, Chief, Health Education Studies, U. S. Public Health Service.

Reporter: RUTH E. GROUT, Consultant in Health Education, U. S. Office of Education.

Presentations:

Col. LEONARD G. ROWNTREE, Chief, Medical Division, Selective Service System.

Lt. P. L. WOERNER, Executive Officer, Department of Physical Training, Naval Academy, Annapolis, Md.

Lt. Col. THEODORE P. BANK, Officer in Charge of Athletics and Physical Education, U. S. Army.

JACKSON R. SHARMAN, Principal Specialist in Physical Fitness, U. S. Office of Education.

Panel members:

N. P. NEILSON, Executive Secretary, American Association for Health, Physical Education and Recreation, Washington, D. C.

SARAH S. DEITRICK, Regional Medical Consultant, Children's Bureau.

WALTER WILKINS, Technical Adviser, Nutrition Division, Office of Defense Health and Welfare Services, Washington, D. C.

WILLIAM J. HAMILTON, Superintendent of Schools, Oak Park, Ill.

RUTH EVANS, Asst. Supervisor of Health and Physical Education, Public Schools, Springfield, Mass.

Summary of Discussion

A Nation engaged in war requires a manpower which fights, produces, and works at its best. Maximum physical and mental health are essential.

Schools today have an important responsibility in helping young people gain a kind of health and physical fitness which exceeds peacetime demands. In the strenuous tasks that lie ahead, an abundance of strength, stamina, and endurance, as well as alertness and essential skills are needed for maximum accomplishment and even for the saving of lives. But these added qualities, developed through appropriate conditioning processes must be built in sound, healthy bodies which are well-nourished and free from disease and debilitating defects.

Some indication of health and physical fitness problems and needs which confront schools are revealed in data from Selective Service examinations and reports of the Army and Navy. Statistics from Selective Service examinations show that large numbers of young men are rejected from the Army because of handicapping defects, including in order of frequency: Dental defects, eyes, cardiovascular system, musculoskeletal, venereal diseases, mental and nervous conditions, hernia, ears, lungs, feet and miscellaneous defects. Examinations of university students in which Selective Service standards were applied, revealed conditions almost identical with those among the average Selective Service registrants of similar age.

Both Army and Navy authorities agree that a more rugged and vigorous kind of conditioning is necessary to develop the highest type of fighting man. Endurance is needed to persist in strenuous and prolonged duty without undue fatigue. Strength is essential to do easily the heaviest tasks that may be encountered under routine and emergency conditions. More than that, the spirit of competition, agility, and skills are required and must be developed to the highest degree for successful fighting.

Many of these qualities of health and fitness are equally important for both men and women in the performance of duties in industry and agriculture. They are qualities which schools must help to develop in young people whose services are needed now and in the immediate future.

In recognition of the immediate need of conditioning high-school students, the U. S. Office of Education, in cooperation with the Army, Navy, and U. S. Public Health Service, is now engaged in organizing and promoting the development of emergency physical fitness programs.

If physical education programs are to be carried through in the face of a decreasing supply of available physical education teachers, substitute plans for leadership must be found. Men teachers in high schools who have had some physical education training may be converted into physical education teachers by a short in-service training course. Women teachers can also take over some of the activities, but if they supervise boys' work, such as swimming, volleyball and some phases of gymnastics, both teachers and students should be educated to the idea before it is attempted. There may also be older men and women in communities who formerly were physical education teachers and whose services can be used.

In some localities, older students are being trained for leadership of younger children under the supervision of qualified physical education teachers. Thus seniors work with freshmen, and younger high-school students with elementary children.

The findings of the Selective Service examinations and the needs of students, otherwise revealed, indicate that a balance of emphasis should be maintained. The broad scope which should be kept in the foreground includes: (1) health protection, through sanitation of the environment, through provision for a mental hygiene atmosphere, and through application of tested protective measures, such as immunization against certain diseases; (2) health guidance, through the provision of health services which embody constructive educational and guidance principles; (3) health education with team work among teachers, nurses, physicians, dentists and others; (4) physical education properly integrated with all other elements of the health program; and (5) nutrition, with each of the school personnel making his appropriate contribution.

The broad program as it is now functioning in schools must be re-evaluated to determine those parts which are really important and those which should be discarded. With the scarcity of medical and nursing personnel, teachers will have to be trained to carry more of the load for inspection of children, picking out those who are below par and seeing that they receive the attention needed. Many feel that the routine medical examinations will necessarily have to be dispensed with, and the doctor's time used for special examinations and guidance of those needing special attention.

Many of the disabilities which are draining the country of greatly needed manpower can be remedied through rehabilitation. Prehabilitation can also be instituted, aiming at the prevention or correction of remediable defects, prior to military age and in anticipation of examinations for military service.

In the correction of defects, the Nation is having a real problem; but a problem which has existed for some time. Some money is available through health departments from the Children's Bureau (under Social Security Act, Title 5) for the correction of major and minor defects. Potential and early heart disease is now being added to this program. But this assistance is not enough and the question, "Are we going to be able to handle defects during the war with the present status of medicine?" must be honestly faced.

Nutrition programs should be developed in terms of local needs and resources, and the school program synchronized with the community program. In school feeding plans, emphasis needs to be placed on feeding as an educational process—not just on feeding as such. In nutrition work, as in other phases of the health program, the approach should be, "What are the problems faced by this group of children here?"

Any program for better health and fitness should consider all available agencies that can be of help, and should incorporate a plan whereby the contributions of these agencies are coordinated so that all community resources are best used.

Joint school health committees, trained leadership, in-service training and study are all factors which will help contribute to cooperative action.

Digests of Presentations

Col. LEONARD G. ROWNTREE

The Implications of Selective Service Examinations for the School Health Program

Selective Service appreciates the privilege of discussing with you "The Implications of Selective Service Examinations for the School Health Program," because it realizes that your organization is in the most favorable position to correct existing faults and to prevent their continuance in the future.

Any comprehensive health program will involve some decided changes in education. It will mean that consideration must be given to the problem of the health quotient, H. Q., of students as well as to their I. Q.'s.

For many decades, this Nation has prided itself on its physical fitness, its athletic prowess, and on the good health of the people in general, especially those of adolescent age. Statistics from Selective Service examinations, therefore, proved a rather rude awakening, as they uncovered the actual physical condition of our young men with all the unfortunate details.

You have probably heard the detailed statistics covering the findings of the examinations of registrants, particularly those of the third survey, which showed that 50 percent of our young men failed to meet the physical requirements of the Army. This, of course, did not mean that 50 percent of the registrants were invalids, or that they had serious irremediable diseases, but it did reflect the existence of widespread neglect, intentional or otherwise, of the basic principles of health.

Let us look for a moment at the record. As of November 10, 1941, 2 million registrants were examined by Selective Service and the Army examining and induction stations. Of this 2 million, 1 million were accepted and they represented the best morally, physically, and mentally among the youth of our country.

However, at the same time, the other million men were rejected: 100,000 because of educational illiteracy, and 900,000 for physical and mental defects, deficiencies, disorders, or diseases. Of this 900,000, 470,000 were classified I-B; that is, as qualified for limited military service if needed, and 430,000 as IV-F men and disqualified for military service.

The breakdown of these defects by systems reveals that there were for dental defects 188,000; eyes, 123,000; cardiovascular system, 96,000; musculoskeletal, 61,000; venereal, 57,000; mental and nervous, 57,000; hernia, 56,000; ears, 41,000; lungs, 26,000; feet, 36,000; and miscellaneous defects, 159,000.

In considering these figures, it is necessary to realize that the standards were relatively high, because at that time the Nation was creating a peacetime Army which involved 1 year of active military training and 10 years in a reserve status. The defects uncovered by examination, while in many instances of a minor nature and often relatively unimportant from the standpoint of civilian occupation, were nevertheless sufficiently disabling to disqualify this million men for military service and, therefore, they decreased the available manpower in the 2 million men examined by 50 percent.

It would seem reasonable to expect that no similar picture would be found among students of our higher institutions of learning. However, a survey of the students at the University of Minnesota, applying our Selective Service standards, and carried out by Drs. Ruth Boynton and Harold Diehl, revealed that the disqualified among their students were practically identical with that among the average registrants of similar age (21 years). It would appear, therefore, that the average young man attending the university has brought with him most, if not all, of his physical defects—uncorrected.

It is true that a breakdown by diseases indicates a somewhat different distribution of defects. University students appear to suffer from poorer eyesight, yet have better teeth and fewer hernias.

The important question facing us is: What can we as educators and doctors do *now* to improve health and physical fitness and to improve and increase our manpower? Much of your major effort, no doubt, will follow along the lines laid down by your Educational Policies Commission. Selective Service offers some suggestions which, it is hoped, may prove helpful in obtaining "A maximum H. Q. for every student."

First, we should realize that the existing disabilities can be remedied in a large percentage of cases through *rehabilitation*. Minor defects can be removed, thereby eradicating factors potential for more serious diseases. *Prehabilitation* can be instituted, aiming at the prevention or correction of remediable defects prior to military age and in anticipation of examinations for military service. In this connection, you have in most universities of the country a mechanism already existing, which is capable of accomplishing these objectives among university students.

The *student health service* has become a potent factor for good in most of the great universities of the country. It can bring into immediate action the medical schools and their faculties, the dental schools and their clinics, the hospitals and their staffs, the training schools for nurses, nurses and dietitians, the department of public health and its laboratories, the department of physical education and the direction of athletics, the department of social science, and the services of the schools of agriculture with all their facilities for investigating metabolism and nutrition. All essential medical activities are at their command.

Every university through so utilizing its student health service as a nucleus can provide the necessary leadership in its own community and State. On each campus there can be created a *wartime health council*. Through inter-collegiate cooperation this wartime medical service can be made Nation-wide.

A suggestion of this kind was offered by Selective Service to the Student Health Services' annual convention in New York, and word has been received that *such a program will be attempted on a national basis*.

A "Student Health Council" might well be created at national headquarters of the American Medical Association analogous to their "Industrial Health Council" which is already functioning so successfully in the interests of industrial workers. This new council might well constitute the authentic source of guidance to educationalists in all their programs pertaining to health and physical fitness of students.

The Nation now demands men willing "to do or die." Any "physical fitness program" to be successful must produce men strong enough to do.

Lt. P. L. WOERNER

Physical Fitness Needs for Naval Service

In discussing the problem of health and physical fitness as applied to the Navy, I am first going to tell you a story describing its importance. The Commanding Officer of an Aviation Unit, comprised of about 50 aviators, interested in making a study of the value of physical fitness, compiled records on the extent to which each of his aviators applied themselves to physical fitness.

The list included those men who gave it no attention whatsoever, who drank, and smoked when off duty and the men who trained religiously, paying constant attention to the condition of their bodies. After compiling these figures he was most interested in seeing what happened to these men as the war progressed.

It so happened that on a particular flight seven of these aviators were downed and found themselves on a single raft. Only one man was rescued after a long stay in the water. When the survivor reported back to his station the Commanding Officer questioned him and, to his amazement, found that the order in which the six marooned aviators gave up the fight paralleled his record on their attention to physical fitness. The only one to come back from that group was a man who had carried out a thorough course of training. The first man to perish was one who had paid little or no attention to physical fitness.

Turning to the basic problems faced by men entering the Navy it is safe to say that endurance is of major importance. Under war conditions officers and men often are on duty 24 hours a day. There are times when a man must be on his feet as much as 60 hours. In the air there are sustained flights to tax the endurance of the strongest.

Often when a man finds himself in the water it is necessary that he be able to swim and keep afloat for a long period of time, that he swim long distances, and that he know how to swim through wreckage and burning oil. If that individual should get ashore in a foreign territory, he must be able to cover long distances, and, if in the process of covering long distances he should be confronted with an enemy, he must then be able to defend himself without the use of weapons.

Further, he must have developed to the highest degree the spirit of competition. A man should be able to maintain his equilibrium in the face of bodily contact, and think clearly.

All through the wartime program there runs that spirit of competition—one that says, "I must be better than the enemy whenever and wherever I meet him." This is no small problem when it is realized that the enemy already has a 10-year start in the sort of endurance that enables him to march 30 miles in a day or fight his way from one end of Europe to the other in one short summer.

Many colleges are now considering a physical training course for an hour a day for 5 days a week. That is an excellent step forward, and if the right subjects are selected, should bring the candidates to our naval centers in excellent condition to undergo more rigorous training.

Since we have at least learned so early in the war the value of time—I think these very meetings we are holding should reach for the proverbial forelock with the idea of helping our Good Neighbors to the South who have just come into the war. If they have not yet had time to reach our meetings, let us translate all this into their language and follow this up by cooperating in an all-out health plan that will leave no doubt as to the outcome of this or any other war for the rights of Mankind!

Lt. Col. THEODORE P. BANK

Physical Fitness Needs for Army Service

The aim of all branches of the Army is to turn out soldiers who are 100-percent fighting men and to weld these individuals into a fighting force capable of defeating the enemy on the field of battle. To develop this force, individuals must become merged into groups, groups must become merged into units, units must become armies, and armies must become teams. Before these teams can be efficiently grouped there must be teamwork, which can only be accomplished by a spirit of cooperation and determination known to us as “esprit.”

Besides this spirit of morale, there is also the physical aspect to be considered, that of muscular physical fitness of each and every soldier under arms. Add these to tactical training and a knowledge of the use of arms and equipment, and the result is the Army we are striving to produce.

For men in the Army, physical fitness consists of:

1. *Freedom From Disease.*—The discovery and care of a disease is a function of the physical examination and the surgeon.

2. *Enough strength* to do easily the heaviest tasks that may be encountered in the routine and emergency day. Strength is developed in muscles primarily when their power of contracting is *challenged by maximum loads*. The following activities primarily develop strength: Hard calisthenics and gymnastics, weight lifting, wrestling, sprint running and other activities moving body weight at high speed.

3. *Enough muscular endurance* to persist without undue fatigue through the most strenuous day. A strong muscle carries a load for a longer time without tiring than does a weaker one. This kind of endurance is best called local or muscle endurance. It operates whenever the muscle is considerably stronger than the load demanded of it. Consequently, parts of the muscle contract while simultaneously other parts are resting. The exercises for its development are the same as indicated under strength.

4. *Enough cardio-respiratory endurance* to perform easily the most long-continued exertion the soldier is likely to face. It is primarily based on training of the heart, lungs, and circulation. Prolonged exertion as in distance running, obstacle running, swimming, and competitive games extend a man's endurance provided he forces himself often to exercise *far past his usual limit*.

5. *Enough speed, agility, and flexibility* to handle himself effectively in tactical operations. These factors are best developed in properly selected calis-

thenics exercises and in other activities involving quick, strong movements. Men in the Army should be adept in running, jumping, climbing, etc.

The Army soon became convinced that ordinary tactical training was not sufficient to insure complete physical fitness for combat service. It also soon became apparent that the ordinary calisthenic program by itself requires implementation in order to insure over-all combat efficiency.

A scientific testing program, inaugurated in various camps to test the strength, endurance, and agility of the soldier, has shown that units operated under a more rugged program of physical conditioning were in better shape than those which operated under a normal training program.

Speaking as a former high-school superintendent and college physical education administrator, I am compelled to say that we have been derelict in our duty to country and to our youth. Insufficient emphasis has been placed on the physical fitness side. Most of our school physical education programs are of the recreational type rather than rugged conditioning. Too many schools have insufficient periods allotted to physical training or use the system whereby the coach throws a basketball to the boys on the gym floor or outside and tells them to go to work.

I have just returned from Chicago where physical education was discussed by Navy and Army Officers from various sections, and all were unanimous in the opinion that pre-induction physical training was highly desirable.

Instances were mentioned where several States like South Carolina and North Carolina had already taken steps to insure a required daily program of physical training in all high schools. It was also pointed out that the Universities of Michigan and Indiana as well as Purdue University to a lesser degree had inaugurated a required daily program. I understand that the engineering students at the University of Pittsburgh are substituting physical training in place of ancient history and foreign language.

The point I wish to emphasize is that any such program to be effective must be compulsory. After all, your English and Latin courses are generally compulsory, and placing a bit less emphasis on Latin, for instance, can certainly be justified in order to help prevent future compulsory Japanese and German instruction in all our schools.

To help youth become physically fit, it is necessary to have them perform rugged exercises or calisthenics even after they are tired.

In order to develop endurance, strength, agility and certain skills I feel that a program involving strenuous and prolonged calisthenics, grass drills of the football conditioning type, running, relay races, combative contests, aquatics and competitive sports are essential. Such programs are now being conducted in the Army.

It is believed that good physical condition will enable the soldier to become more quickly proficient in his tactical training. If the schools, through a good pre-induction physical training program could bring about physical fitness among the youth of the country, they would expedite the process of indoctrinating our selectees with basic military knowledge and techniques.

The best time to insure future physical fitness is to inaugurate adequate programs in the grade schools where our youngsters are still in their formative years. Then this program should be continued in the high schools and colleges.

However, in spite of the fact that this should have been inaugurated in 1917, it is not too late. Who can tell how long this war will last? Who can tell what responsibilities the youth of America must face in a post-war rehabilitation period? We can help them to face what is ahead of them by making them physically fit.

JACKSON R. SHARMAN

Physical Fitness Program in Secondary Schools

The U. S. Office of Education, in cooperation with the Army, Navy and U. S. Public Health Service, is engaged in organizing and promoting the development of a program of physical fitness in the schools and colleges of the country.

The most urgent need appears to be on the high-school level; consequently work on the high-school physical fitness program through physical education has been undertaken first. Within a few weeks a second part of the high-school program dealing with health education will be prepared. ¹Shortly representatives of colleges will be invited to confer at the U. S. Office of Education concerning a program of physical fitness in colleges, and at a later date attention will be directed to a study of physical fitness problems in elementary schools.

A manual which can be used by high-school teachers as a guide in their wartime program of physical education for physical fitness has been prepared by a committee organized by the U. S. Commissioner of Education and is now in the process of being printed.² The purposes and methods that are proposed are directed definitely toward the physical training of high-school pupils for service in the armed forces and for work in industry and agriculture.

There are three traditional objectives of physical education. These are concerned with (1) bodily development, (2) recreational activities, and (3) educational experiences that stress group activity and training in social behavior. The emphasis in the first part of the high-school program is bodily development which stresses physical hardening.

The program that has been prepared recommends that (1) all high-school pupils be required to have five full periods each week of instruction in physical education activities; (2) opportunities be provided for all pupils to participate for 10 hours each week in interscholastic athletics, intramural athletics, mass athletics, road work, hikes, week-end outings, school journeys, and other vigorous activities; and (3) the physical activity program be planned in the light of the results of directed observation of each pupil by the teacher and of medical examinations in places where they can be secured.

The activities included in the program for boys are organized under the main headings of (1) sports and games, (2) gymnastics, (3) combatives, and (4) aquatics. The main differences between this program and the usual high-school program of physical education are (a) the use of more intensive and vigorous activities, and (b) the increase in the time allotment for physical education.

The installation and operation of the expanded program of physical

¹"Physical Fitness Through Health Education For the Victory Corps." (In preparation).

²"Physical Fitness Through Physical Education For the Victory Corps." (U. S. Office of Education, Victory Corps Series, Pamphlet No. 2.) Copies may be purchased from the Superintendent of Documents, Washington, D. C., at 25 cents each.

education will necessitate some adjustments in school curricula and administrative procedures. These may involve such things as increasing the length of the school day, revising the curriculum, increasing the teaching load of the faculty, and changing the transportation schedule in schools when some of the pupils are brought to school in busses.

In general it seems wise to emphasize the fact that school people must realize clearly that America is engaged in a life-or-death struggle for existence and that the time has passed when temporizing and compromising concerning the war effort can be tolerated. We cannot have "business as usual" in education. The schools must make an all-out effort to win the war.

The development of strength and endurance on the part of all high-school and college youth is one of the definite important things that the schools can and are expected to do.

Problem 22. How Shall Children and Young People Be Helped to Interpret the International Aspects of the War?

Questions raised for discussion:

1. How can education realistically meet the challenge of the following point of view of Vice President Wallace when we cannot foresee the form of world organization which will follow the war?

When the time of peace comes, the citizen will again have a duty, the supreme duty of sacrificing the lesser interests for the greater interests of the general welfare. Those who write the peace must think of the whole world. . . . The century on which we are entering—the century which will come out of this war—can be and must be the century of the common man. Perhaps it will be America's opportunity to suggest the freedoms and duties by which the common man must live.

2. What changes are required in our traditional teachings about American life, as a result of the Atlantic Charter and the new emphasis on war relationships?
3. In view of the failure of many past efforts to keep the United States out of war, what should be taught in the schools as the most effective insurance against future war?
4. What services from Federal agencies will be most helpful to local schools in adapting the school program toward the international point of view?
5. What new types of teaching materials and in what areas are they most urgently needed in studying the international aspects of the war?

Officers of the symposium:

Chairman: MRS. PEARL A. WANAMAKER, State Superintendent of Public Instruction, Olympia, Wash.

Vice-Chairman: CARROLL R. REED, Assistant Superintendent in Charge of Curriculum Revision, Public Schools, Washington, D. C.

Reporter: HAZEL DAVIS, Assistant Director of Research, National Education Association, Washington, D. C.

Presentations:

KENNETH HOLLAND, Director, Division of Science and Education, Office of the Coordinator of Inter-American Affairs.

EVAN DAVIES, Director of Education for the Borough of Willesden, England.

JAMES T. NICHOLSON, Vice Chairman in Charge of American Junior Red Cross, Washington, D. C.

Panel members:

NORA E. BEUST, Senior Specialist in Library Materials, Library Service Division, U. S. Office of Education.

DOROTHY CONZELMAN, Division of Intellectual Cooperation, Pan American Union, Washington, D. C.

JOHN HADLEY COX, Library of Congress, Washington, D. C.

EVAN E. EVANS, Superintendent of Schools, Winfield, Kans. (Local Coordinator, Inter-American Demonstration Center Project at Winfield.)

JAMES L. HANLEY, Superintendent of Schools, Providence, R. I.

ERLING M. HUNT, Professor of History, Teachers College, Columbia University, New York City.

JOHN C. PATTERSON, Chief, Division of Inter-American Educational Relations, U. S. Office of Education.

SEÑORA CARMEN SAÑORET, Chilean Embassy, Washington, D. C.

JAMES M. SPINNING, Superintendent of Schools, Rochester, N. Y.

RALPH E. TURNER, Division of Cultural Relations, Department of State.

Summary of Discussion

(Although members who attended this symposium did not arrive at any conclusions as a group, the recommendations presented here were implied.)

In helping children and young people to interpret the international aspects of the war, the schools will be helping to win the peace and will be preparing citizens to participate in post-war world reconstruction. The more

immediate problem of winning the war is also served, although less directly, by school emphasis on the issues that have caused the war, and by instruction about our allies and our enemies.

The teacher.—The teachers who are already in the classrooms of the country must do whatever is done with pupils this year that will lead to their better understanding of the international aspects of the war. Teachers have an individual responsibility for preparing themselves for this service; supervisors and administrators have a responsibility for helping teachers to make this preparation. And teachers should be helped to realize the strategic importance of their teachings in this area.

The U. S. Office of Education in cooperation with the Office of the Coordinator of Inter-American Affairs and in cooperation with other agencies, has recognized the need by helping with the training of teachers, providing demonstrations, and arranging for exchanges of individual teachers.

Reference was made in the discussion to the need for greater emphasis on a world outlook in the basic educational preparation of those who are expecting to become teachers.

The purpose.—Before teachers can help children and young people interpret the international aspects of the war, teachers must be clear in their minds about what they are trying to accomplish. These are some of the purposes suggested by the symposium:

1. Help children and young people to understand the interdependence of nations and hence the necessity for cooperation among nations.
2. Help children and young people to understand more clearly the ideals of government in the United States and to compare them with the ideals of government of our allies and of our enemies.
3. Help children and young people to gain a realistic understanding of the causes of the war and the nature of the war.
4. Help children and young people to look forward with intelligence and courage to a world in which the United States and other nations will submit some of their national powers to international organizations that will promote world progress and guarantee world peace.

Processes by which the teacher can realize his purpose.—How shall teachers proceed in rendering these services to their pupils? These suggestions were made by the symposium:

1. Let the experiences of the child himself in a wartime world be the starting point, then the school, the community, the Nation, and the world.
2. Try to maintain a balance between idealism and information; try to build cooperative points of view in terms of realistic facts.

(The services of the Pan American Union to the schools were mentioned as an example of the effort to ground our emotional interests in other nations in the solid facts of interdependence and the value of the Good Neighbor policy to all the American nations.)

3. Provide for activities through which ideals of international friendship may be given practical application in the school and the community, and by participation in international projects.

The program of the Junior Red Cross was described as one that offers many outlets for services that are socially, educationally, and emotionally sound.

Schools like to do things as schools. One suggestion was that each school devote one period a week to a cooperative review of developments on the world front, the community front, the school front, the personal front. One outcome should be to help each pupil and teacher answer for himself the question: What is my part in this?

4. Include the teaching of international aspects of the war within the present organization of the curriculum rather than by introducing new subjects or new units. Several speakers urged that international relations should be recognized in all fields of instruction, offering suggestions in the teaching of such subjects as mathematics, languages, home economics, geography, and history.

Although doubts were expressed about providing separate units of study, the practical need for organizing curriculum materials in usable form was recognized. Several State departments of education—Kansas was mentioned in particular—have prepared such teaching helps.

Organized programs are already under way for urging the schools to give greater attention to learning in the following areas: (a) war issues and needs, (b) Latin America, (c) the Far East, (d) Soviet Russia, Europe, Africa, (e) aviation, and (f) post-war problems and world organization.

5. Utilize the social studies especially in promoting international education.

In a long-time program of improvement, the world history course will give less emphasis to separate nations and more to cultural evolution and broad historical movements, recognizing all of Asia and the Pacific area and not merely the Western World. American history should be expanded beyond what is merely the history of the United States. In geography we should get beyond the nationalistic approach. In civics and comparative government young people should study proposals for an international court, an international police force, and other international administrative agencies.

For the immediate present the "current events" period in the social studies should be used. New curriculum units are being organized. In Providence, R. I., for example, the junior high school pupils this year will study units on such topics as "The Strategic Areas of the World," and "Backgrounds of World War II."

6. Try to provide for children an appropriate selection of the many books, pamphlets, pictures, and audio-visual aids now available for the teaching of international understanding.

Digests of Presentations

KENNETH HOLLAND

In the first place we can help pupils in our schools by giving them a realistic understanding of the causes of this war. I think that this should include a discussion of the past failure of the United States to play its part in world organizations. It should cover the breakdown of the various institutions established with such high hopes for the peaceful settlement of disputes.

In the second place we should help youth to understand in realistic terms the cost of this war, the cost in terms of life—already estimates indicate that

14 million people have been killed or have lost their lives either directly or indirectly because of this war. Students should understand the cost of the war in terms of billions of dollars. They should understand the extent to which the nations of the world are exploiting their natural resources. Teachers should help them realize the significance of all these expenditures and why democracy and freedom are worth all these sacrifices.

In the third place, we must help our youth to be world-minded. It was Briand who said that there is not one peace for Europe, another peace for Asia, another for the Western Hemisphere, but one peace for the entire world. We must help youth to understand the implications of the declaration of the great French statesman.

The organization with which I work is primarily responsible for improving relations among the American republics. We believe this program is of great importance. But in our work I think we see clearly that we must not substitute Western Hemisphere isolation for the policy followed in the past, of United States isolation. We should not try to sever the constructive cultural and economic relations which the Latin-American countries naturally have established with Europe. The Inter-American program should demonstrate ways in which friendly relations can be developed with all nations of the world.

Other groups also have been working actively in this field. In general, we have all tried to develop programs to train teachers, to develop demonstration centers, to prepare materials, to exchange individuals among the republics, and more recently to stimulate the teaching of the languages of this hemisphere.

In making these youths world-minded we should avoid giving them a mere sentimental interest in other nations. We should give them a realistic understanding of world relations, educate them beyond the pious wish stage as expressed in the outlawing-of-war pacts.

In the fourth place we must help youth to study the world organizations that must follow this war if we are to avoid its repetition. The Gallup Poll released August 9, 1942, showed that about 73 percent of the people interviewed believed that we should take part in the world organizations that develop after this war. This statement of opinion is very heartening. Participation in these organizations implies limitations on our sovereignty. We must understand that placing limitations on our sovereignty is for the common good; just as within the neighborhood, citizens must give up certain individual rights for the common good.

Children and youth should study the various types of world organizations that may develop. These include an international court, a legislative body, a police force, machinery to regulate communications and health, and some authority to administer to backward areas and arrange for the more general distribution of raw materials.¹

How can these international objectives best be accomplished through the schools?² It will not be possible to achieve our aims by merely adding a course on International Relations, World Problems, or World History to the already overcrowded program. Every major subject can contribute to these objectives.

¹ "International Conciliation," No. 369, April 1941.

² Kotschnig, Walter M. *Problems of Education After the War. The Transitional Period.* (Second Report and Papers Presented to the Commission to Study the Organization of Peace.) New York; the Commission, 1942. p. 241-42.

Geography can give students an understanding of the distribution of war materials, international means of communication, and racial distributions. The social sciences should go beyond the family, the State, and the Federal Government to the World Court, International Labor Office, and other organizations. It is well known that the Nazis draw examples for arithmetic from military aviation, and the Russians from the Five Year Plan. Perhaps our arithmetic problems could be concerned with air routes and shipments of raw materials. Foreign languages must use teaching materials that give children and youth an understanding of the countries that employ these languages.

This implies that the teachers must also have a world outlook. We cannot question the sincerity of the great majority of the teachers in our school systems. Most of them do as well as their preparation and ability will permit. But in educating them we must emphasize more an understanding of the world in which they live and less the mechanics of teaching. It should be possible for us to do more to arrange for the exchange of teachers with other nations.

There must be emphasis on activities and responsibilities. Children and youth will not gain a true understanding of international affairs from mere academic instruction and discussions. Much of the success of the Nazis in giving their youth a feeling of devotion to the aims of Germany is due to the activity programs developed, which make the youth feel themselves to be a part of a great movement. Many of these activities must of necessity be carried on in the home communities of the children and youth. The basis of international cooperation must be laid in the families and communities of the individual countries. If the Germans can arouse such devotion through the appeal of conquest, we should be able to obtain even greater devotion to the ideal of a world order based on consent.

All the lives, all the money, all the resources that we are giving of so unstintingly today will have been spent in vain if we do not develop at the end of this war an ordered world, based on consent, guided by reason, and supported by international sanctions extending from mere notes of protest through the use of the most powerful implements of war.

Many educators during these days have a feeling of frustration because they do not feel that they are contributing to the war effort. They feel they should be putting rivets in airplane wings, welding steel, filling shells with powder, holding a job in some Government war agency. But I believe that the work that educators are doing today with the generation of tomorrow, if intelligently planned, and executed with care and enthusiasm will help prevent the recurrence of international wars.

EVAN DAVIES

War, unfortunate as it is, does provide opportunity for a new approach to new and old problems facing the nations of the world. It is no longer possible to ignore world events. They have a direct bearing on the child and the community.

A wise approach to this particular subject is to begin within the schools and to take the child himself as the center and work from the child outwards to the community, his country, and the world at large. Find out to what

extent the child himself is affected by the war. For example, the English child together with the rest of the community experiences rationing. He goes without candy, he goes without fruit, he has to conserve his clothing, he has to collect salvage, and in having these experiences gets an understanding of what it all means, some kind of picture of the interdependence of nations.

In getting the child to realize the interdependence of nations and how it affects him personally we do not bring into the schools any special curriculum or special studies. We regard the teacher and his personality as the cornerstone of education. There is no centralization of curriculum such as I have noticed in this country. We give our teachers a great amount of freedom, but we are careful in their selection. They are able to adapt current events and current needs without any central elaboration.

Having said that we do not introduce any subjects into our curriculum but that it is plastic and can be moulded by the teachers, we do find that world events throw places like China, the Aleutians, Burma, Russia, India, and other parts of the world, into prominence, and we do say that pupils should know something about their geography, their history, and their ideals, and how these will affect their own and their country's security. In England they are studying as they never studied before the organization and history and ideals of other lands.

We also believe that the child should be given an understanding and an appreciation of the principles of democracy. We regard our freedom in democracy not so much as a method of government but as a way of life that can only be learned by practice. Therefore our whole school organization from the elementary school and through the secondary school is on a democratic basis.

The democratic way of life is a matter of education. You can only master an art by practicing that art. After pupils have been given experience in the democratic way of life I think that in the late stages of the elementary school, in the high schools, and in the colleges, there should be a serious attempt to study our own constitutions and the methods of government in other countries and to compare them with our own. I think there should be a serious attempt in this country and in my own country not only to appreciate our own countries but to study other ideals of control, used in other countries. I should like to have Nazism studied. We study biology, chemistry; let us approach this subject in the same way—analyze and study. We need to have the youth in our high schools and colleges compare our way of life with the way of life in Axis countries.

Then, after there has been an appreciation of economic interdependence of nations and the true meaning of democracy, I think we should study the causes of the present war. How far is it economic, and how far is it a war of ideologies? We can ask: Were the allied nations justified in going to war? Could it have been settled in any other way? Is it necessary that a free democratic world prevail if the dignity of man is to survive? Should teaching be in the direction of world concepts? Can we honourably tell our children that we no longer are our "brother's keeper"? Can we leave humanity bleeding at the roadside and, like the Levite, pass by on the other side? Can we face our children and tell them it is none of our business what happens in China? Can

we study the causes of the present war and avoid finding ways which may be constructive for future cooperation?

I think it was Emerson who said: "Infancy is the perpetual Messiah which comes to fallen man and pleads with him to return to Paradise." Cast your eye over the world and think of the millions of children up to 5 years of age, the Messiahs of our day, who will be the future citizens of this world. We are considering economic questions, we are considering all kinds of questions, but are we giving really serious thought to the way of life of these young children all over the world at the present time? Should we be starting something like an international program so that the nations can pool their knowledge and pool their resources in order to use this undeveloped raw material of humanity to bring a better world when this war is ended?

JAMES T. NICHOLSON

Today, every nation has its Red Cross Society and most of them have their Junior Red Cross sections. Many of these Junior Red Cross Sections in other nations have come into being largely because of demonstrations made by the American Junior Red Cross. To those demonstrations the boys and girls and the young people of our schools, together with their teachers, have made great contributions. The world is dotted by living monuments to their generosity in the form of orphanages, feeding stations, child welfare centers, clinics, schools, and playgrounds. Because they represent activated ideals, they have left their impress even in a world gone mad with hate.

It is my conviction that in any educational program devised for the present and the future, we must make real those ideals and ideas about which we talk so much and too often do too little.

In recent months, there has been considerable evidence that post-war planning has been challenging the thoughts and sometimes the skills of many individuals and groups. My fear is that in our interpretation of the international aspects of the war and its aftermath we may talk and plan in terms of ideals that may lead not only to disillusionment but may also leave us weakened against those who even yet recognize neither the interdependence of men nor of nations.

If we are to interpret with impelling results the international aspects of this war, we must make those aspects real. They will not be made real until they become something more than cautious generalities. They will become more real as we present them *not only as high ideals but as practical necessities*.

The years through which we have been passing have been termed "the era of acquisitiveness." Those ahead, should education succeed in its task, must become the era of cooperation. The transition from such extremes will not be effected, however, through the mere repeated utterances of pious hopes.

The golden rule must be made to live in everyday human conduct. Education must foster attitudes and actions that demonstrate we *will* collaborate at home and abroad in securing for all peoples everywhere those benefits which we want for ourselves even to the point of sacrificing, as necessary, some of our own benefits.

Our educational programs that are directed toward the international aspects of the war must be geared into programs concerned with the needs of the

immediate community. They must be based upon the concept that it is the function of the school to serve the community and to be a proving ground for the meeting of local as well as international needs. The problems of the world must be made to have meaning in terms of local experience. The Good Neighbor Policy sounds well but has little significance unless it is translated into social attitudes and economic practices that have their roots in our own backyards and across the fence of the man next door. If we are to remove the barriers that have so long existed between peoples of differing races and of conflicting religious and political beliefs, we might well strengthen our skills in our own homes, our own schools, our own churches, and throughout our local communities.

The resources of the Red Cross, its traditions, its appeal and its outlets for practicing the ideals for which we all stand are available to the schools. Through the Junior Red Cross we stand ready with the assistance and approval of school officers, administrators and teachers to provide outlets to the boys and girls of the schools for services that are socially, educationally, and emotionally sound. Such outlets are available at the local level, for sharing in the national war effort, and for participating in international projects such as international correspondence exchanges on a group basis, the distribution of gift boxes and educational material, the financing of international service projects for children, the making and sending of refugee garments and comforts to children in the war stricken countries, and other services.

The more we all join in utilizing all resources for interpreting the international aspects of the war and its aftermath in terms of a social competency that knows no local and national boundaries and that has as its core better human relationships, the easier will be the work of the Red Cross and the better will be human society.

SOURCE MATERIALS

The following brief list of teaching materials and sources of information has been selected from publications and agencies exhibited or mentioned during the symposium.

Publications

American Council on Education. *The Other Americas Through Films and Records*. Washington, D. C., The Council, 1942. 37 p. Single copies gratis.

Arndt, C. O., chairman. *Americans All: Studies in Intercultural Education*. Sponsored by Department of Supervisors and Directors of Instruction of the National Education Association, National Council of Teachers of English, and Society for Curriculum Study. Washington, D. C. National Education Association, 1942. 385 p.

Brown, William B., Stewart, Maxwell S., and Myer, Walter E. *America in a World at War*. New York, Silver Burdett Co., 1942. 328 p. For high schools.

Hunt, Erling M., ed. *America Organizes To Win the War*. New York, Harcourt, Brace, and Co., 1942. 426 p. For high schools.

Myer, Walter E., and Coss, Clay. *Education for Democratic Survival*. Washington, D. C., Civic Education Service, 1942. 264 p. For teachers; outlines 12 study units on the war.

Pan American Union, Division of Intellectual Cooperation. *Children of the Other Americas*. Washington, U. S. Government Printing Office, 1942. 171 p. Single copies gratis, from the Pan American Union, Office of the Coordinator of Inter-American Affairs, and U. S. Office of Education. A guide to printed materials and other teaching aids for elementary and junior high schools.

- U. S. Office of Education, Federal Security Agency. *Education and National Defense Series*. Washington, U. S. Government Printing Office:
 Pamphlet No. 6, What Democracy Means in the Elementary School. 35 p. Price, 15 cents.
 Pamphlet No. 12, Understanding the Other American Republics. 32 p. For elementary schools. Price, 15 cents.
 Pamphlet No. 13, Hemisphere Solidarity. 23 p. For senior high schools. Price, 15 cents.

Sources of Teaching Aids

- AMERICAN COUNCIL ON EDUCATION, 744 Jackson Place, Washington, D. C. Guides to educational films, publications of the Committee on Asiatic Studies in American Education.
 AMERICAN JUNIOR RED CROSS, 17th and D Streets NW., Washington, D. C. Periodicals, bulletins, program suggestions.
 AMERICAN LIBRARY ASSOCIATION, 520 North Michigan Avenue, Chicago, Ill. Reading lists; film lists.
 BUREAU OF PUBLIC INQUIRIES, OFFICE OF WAR INFORMATION, Washington, D. C. Bulletins on the United Nations, posters.
 COMMISSION TO STUDY THE ORGANIZATION OF PEACE, 8 West 40th Street, New York, New York, Study units on post-war problems, adult or college level.
 NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS AND THE NATIONAL COUNCIL FOR THE SOCIAL STUDIES (departments of the NEA), 1201 16th Street, NW., Washington, D. C. Teaching units.
 NATIONAL EDUCATION ASSOCIATION, 1201 16th Street NW., Washington, D. C. Bibliographies, periodicals.
 OFFICE OF THE COORDINATOR OF INTER-AMERICAN AFFAIRS, Washington, D. C. Bibliographies, films, study guides.
 PAN AMERICAN UNION, Washington, D. C. Teaching units, maps, films, exhibits, bulletins.
 U. S. OFFICE OF EDUCATION, FEDERAL SECURITY AGENCY, Washington, D. C. Lists of teaching materials, reading lists, radio scripts, and traveling exhibits. Emphasis on Inter-American studies.

Problem 23.—What Are the Economic Wartime Issues Which Teachers and Pupils Should Understand? What Are the Wartime Activities With Which the Schools Should Cooperate? How Can Balance Be Secured in the Curriculum in Relation to the Various Aspects of These Economic Issues and Activities?

Questions raised for discussion:

1. What issues in the Government's present wartime economic program can have meaning to secondary school pupils? To elementary school pupils? Are there some issues that should not be dealt with at either of these school levels?
2. How shall the curriculum be organized to promote an understanding of these issues? Does it involve primarily modification of existing courses or the introduction of new courses? Does it involve certain subject-matter fields, the whole school program, the school-community program?

3. To what extent can wartime curriculum conversion be cooperatively planned by teachers, parents, and pupils? To what extent should it follow a national pattern?
4. What motives for conversion can be safely appealed to? (Patriotism? Fear and Hate? Prestige? Sharing? Competition? Cooperation?) What are sound procedures for schools in relation to campaigns, contests, special days, etc., stimulated by national groups?

Officers of the symposium:

Chairman: ALICE KELIHER, School of Education, New York University, New York City.

Vice-Chairman: Mrs. FRANCES MAYFARTH, Editor, Childhood Education, Washington, D. C.

Reporter: BEULAH I. COON, Agent for Studies and Research, Home Economics Education, U. S. Office of Education.

Presentation:

RODERICK H. RILEY, Assistant Director of Research, Office of Price Administration.

Panel members:

HOWARD ANDERSON, Professor of Social Studies, Cornell University, Ithaca, N. Y.

JAMES MENDENHALL, Educational Relations Branch, Office of Price Administration.

WILLIAM E. YOUNG, Chief, Division of Elementary Education, State Education Department, Albany, N. Y.

EDNA VAN HORN, Executive Secretary, American Home Economics Association, Washington, D. C.

JAMES CLARKE, Education Section, War Savings Staff, Treasury Department.

AMBROSE CALIVER, Senior Specialist in Education of Negroes, U. S. Office of Education.

HOBART M. CORNING, Superintendent of Schools, Omaha, Nebr.

Rev. JOHN E. WISE, Dean of Freshmen, College of Arts and Sciences, Georgetown University, Washington, D. C.

Summary of Discussion

Billions of dollars will be saved in the cost of this war if the public can understand and will cooperate in carrying out the economic wartime program

represented by the President's seven points—expansion of taxation, control of prices, stabilization of wages, stabilization of farm prices, buying of War Bonds, rationing of scarce essential commodities, discouraging installment buying, and encouraging the paying of debts and mortgages. It is of the greatest importance that inflation be prevented. It cannot be done adequately without education of both children and adults. Each of these economic wartime issues in the President's program can have meaning for secondary school pupils and most of them can have meaning for elementary school pupils. To guide pupils in cooperating in this anti-inflation program, teachers must first be helped to understand the economic issues involved and be prepared to help pupils interpret what is happening to themselves, to their own families, and to their neighbors. For example:

1. Pupils can understand shortages and the consequent effect on prices and rationing if they are discussed in terms of things they have or desire. They can not only understand but they can help with conserving, salvaging, buying.

2. Pupils can understand why their parents may now have more money than ever before and why there is less to buy. Many young people are having to do more of the purchasing because of transportation difficulties and because their parents are working. They can study types of goods no longer found in their stores and be helped to understand why they cannot be available.

3. Pupils can understand the need for saving when they know that more money is being earned and that there are less goods and services to buy. They can understand the need of the Government to share in their savings in order that tanks, airplanes, and other essential war materials may be bought.

4. Pupils can understand the need for keeping prices and wages stable. They can see that if workers demand more wages, prices of goods will have to go up—that prices were going up so rapidly before price ceilings were put into effect that the dollar which purchased 100 cents of merchandise in the summer of 1939 would buy only 71 cents worth in May 1942.

5. Pupils can understand the need for an equitable distribution of essential goods.

6. Pupils can understand the need for taxation in order to get the enormous sums of money the country must have to fight the war.

7. Pupils can understand the need for the payment of debts and the reasons for discouraging installment buying. Each child should be helped to understand what is sound economic living: What are essentials and what are non-essentials? What are the values of a simple life as contrasted with a "high standard of living?"

To win this war informed patriotism is needed, not shortsighted emotionalism nor competition nor high pressure methods. We are most likely to have informed patriotism if the relationship between parts of the total anti-inflation program are seen—the possibilities of saving more if prices are controlled; the possibilities of not having to ration materials if goods are produced, salvaged, and conserved; the possibilities of purchasing needed war materials if taxes are paid and bonds are bought; the impossibility of stabilizing prices if wages are not stabilized. Understanding of these relationships must be tied up with what each pupil is doing and can do to help win the war. Appeals to sympathy, to the privilege of sacrifice, to self-interest as a part of group interest, to sharing—all need to be made.

Many teachers are not yet prepared to understand or to help with an interpretation of these economic wartime issues. For them a plan of in-service education is necessary. For them as well as for the pupils it is necessary to appeal to basic motivations, *the wanting to do*, so that both pupils and teachers will have understandings sufficiently convincing to lead to action. The in-service education program should also help in developing the most effective teaching procedures to lead pupils and parents to adopt the practices imperative in the situation. Ways of promoting an in-service education program might include: Localized in-service teacher education, working conferences, the development of visual and graphic materials, and the use of field workers from several Government agencies.

Simplified and concise teaching materials are needed. They may be prepared by various organizations and agencies. The extent to which such materials are consistent with standards for acceptable curriculum materials determines their immediate effectiveness. Since many agencies preparing materials are of necessity primarily concerned with the promotion of a part of the program, their releases can often be made more useful to many groups of teachers if they are interpreted in simple terms, combined with material from other agencies, and put into form for teachers' use.

Community projects through which pupils and teachers work with the people who are wrestling with the problems in concrete form afford still another means of developing understanding. Pupil-parent-teacher planning of the curriculum serves in this situation as in all others as a means of teacher growth as well as a means for pupil growth. Each of the three has opportunity for better understanding of one another, of the problems which need most careful study, and of the best way to keep a sane balance between the needs of the present and the future well-being of the children. Parents have much to contribute through their keen awareness of many problems with which their children need help and often with which they too need assistance. The result of such an approach to curriculum planning not only sharpens the awareness of pupils and teachers to problems which are pressing but provides the teacher with contacts with lay groups who also need help in understanding economic issues and their implications.

To accomplish this job of education in today's wartime economic program, cooperation by all groups and participation by each individual is essential. Time must be assessed by pupils, teachers, and school administrators. Less vital aspects of the curriculum may need to be forgotten; some types of schools and teacher activities may need to be eliminated. Teachers, business groups, labor groups, civilian groups, farmers, employers all must get together. Experts must be called upon for their contributions. Professional jealousies, agency programs, and subject-matter lines need to be forgotten. It doesn't matter who does it so long as it gets done. Assessing the human capacity we have in our communities and mobilizing them to the full is essential.

The stakes in this war involve everything we hold dear. We are fighting for human freedom and for the dignity of the human individual and his rights in a democracy. The war program must go forward with the greatest possible speed to prevent destruction of democratic leadership in all the United Nations. Education has a vital part in making and speeding an effective program.

Digest of Presentation

R. H. RILEY

The economic issues which have the most meaning for pupils of elementary and secondary schools are those related to the adaptation of our everyday living to the requirements of war. The war production program is designed to meet the material requirements of the military program. The economic measures lying outside the field of war production are designed to facilitate that production. They are designed also both to permit and to insure that the economic burden of the war will be distributed fairly and equitably.

The common objective of these measures—which are set forth in the President's 7-point economic program—is the prevention of inflation and the stabilization of the cost of living.

At the core of the problem is the simple fact that on the civilian front we are scheduled to have less and less because of the requirements of war production. This prospect of less and less for civilians will be apparent to children in two principal ways: Conservation and rationing.

The need for conservation is easily seen, once the nature of the demands of the war program are even dimly understood. To adults it is significant that the program is already demanding over 4 billion dollars a month, more than one-third of our current national production, and will rise by the year's end to over 6 billion dollars a month, roughly half our production. To children it is enough that there is no limit to what Uncle Sam needs of scrap of all kinds—metal, rubber, fats—and that we must save electricity so war factories may have power, make our clothes last longer because the factories must make uniforms, etc.

The need for and meaning of rationing is probably even clearer to the child than to the adult. It is enough to tell the child that everyone must have enough and that rationing is a way of dividing up share and share alike. At a time when the money in our pockets is growing while the goods on the counters are dwindling, we cannot let price determine distribution. If price were to determine who gets and who goes without, too many would go without and too few of us would do with less. So, since letting prices go up won't give the right answer, but would only shove us into disastrous inflation, we are determined to hold prices down and to get the right answer—a fair distribution of essential goods—by rationing.

These are the central parts of the President's program: Price control, which includes control of farm prices, and rationing. The other parts are designed to reduce the pressure on prices, to reduce the ability and temptation to dodge rationing through black markets, and most fundamental of all, to distribute the war burden equitably. The President's program calls for very drastic measures to bring down the pressure.

Because the growth of incomes is so rapid, it would be hopeless to rely entirely upon taxation and saving to absorb the excess of purchasing power. Even the annual new taxes proposed by the Treasury do not equal the increase in total annual income now taking place in the course of a year. To make it possible

for new taxes and savings to offset the growth of incomes, it is necessary that that growth itself be brought in check. This is why the President has called for the stabilization of basic salary and wage rates except where substandards of living or wage discrimination exist. Such stabilization will insure that income will increase only as production increases. Then, as we reach our production peak, we shall also reach a leveling off of income. We shall find the tax and savings programs more and more effective as this stage is reached.

By the direct price and rent control already instituted, the cost of living has been brought to an almost complete halt. It is threatened today primarily by the lack of control over farm prices. Once that gap is closed, the prospect can be offered that the cost of living can and will be held, provided first of all that incomes are stabilized. But this assurance of stable living costs will itself permit the effective stabilization of basic incomes. Without such assurance, reluctance to accept wage and salary stabilization is wholly understandable. With prices and incomes stabilized, the framework will be provided within which the distribution of the economic burden of the war can be worked out equitably and democratically, through rationing, taxation, and expanded saving.

Every part of the President's program thus serves the primary objective of preventing inflation and all the inequity and disaster it would entail. Every contribution that any of us—whether adult or child—makes toward the success of rationing and conservation, of price control, of the tax and savings programs, is a direct and real contribution to winning the war on this major home front.

FINANCING EDUCATION IN WARTIME

Problem 24.—How Shall Education Be Financed in the War Period?

Officers of the symposium:

Chairman: W. F. RUSSELL, Dean, Teachers College, Columbia University, New York City.

Vice Chairman: FRANK H. HUBBARD, Director of Research, National Education Association, Washington, D. C.

Reporter: EUGENE LAWLER, Professor, School Administration, Northwestern University, Evanston, Ill.

Presentations:

HARLEY L. LUTZ, Professor, Public Finance, Princeton University, Princeton, N. J.

ROY BLOUGH, Head, Tax Research Division, U. S. Treasury Department.

HON. ELBERT D. THOMAS, Senator from Utah, Chairman U. S. Senate Committee on Education and Labor.

J. S. VANDIVER, State Superintendent of Public Instruction, Jackson, Miss.

ARVIE ELDRED, Secretary, New York State Teachers Association, Albany, N. Y.

HOBART M. CORNING, City Superintendent of Schools, Omaha, Nebr.

JOHN NORTON, Director, Division of the Organization and Administration of Education, Teachers College, Columbia University, New York City.

Summary of Discussion

In the discussion which followed the opening presentations the chief topic was the Federal control of education. Dr. Lutz stated that he opposed Federal aid in general because he believed that State and local government should be strengthened, and that Federal aid would inevitably entail Federal control and a weakening of State and local government. Senator Thomas replied that the history of aid to education by the Federal Government was against this, that when the Government gave land for schools no control followed, and that the land-grant colleges are not controlled by the Federal Government. Furthermore, the present bill for Federal aid specifically excludes Federal control. Dean Russell in his closing remarks gave it as his belief that one of the most important things to do to make Federal aid really successful is to strengthen State and local government.

At the opening of the meeting copies of a mimeographed statement "Theses and a Program of Action" had been distributed to the members of the symposium. All the headings of the statement were touched upon either in this meeting or in other meetings of the Institute. The program of action set forth in the statement is believed to represent the prevailing opinion of the Institute. It was as follows:

1. The maintenance of an effective educational program is an essential element in the successful prosecution of the war. *Therefore: National, State, and local officials must continuously develop policies and procedures which will provide the revenues necessary to maintain an effective educational program.*

2. The current situation increases the necessity of establishing an acceptable national minimum of school support involving Federal funds to supplement those that the States and localities may reasonably be expected to produce. *Therefore: The proposal of the National Education Association now before the Senate should invoke the active support of both educators and laymen.*

3. During emergency periods the Federal Government should be prepared to take immediate steps in safeguarding the educational opportunities of children and youth where such opportunities are endangered by developments beyond the

powers of the States to meet. *Therefore: National and State officials should cooperate in the continuance and improvement of emergency grants such as the Lanham Act.*

4. During emergency periods the Federal Government should also be prepared to assist in providing such special additional services as are required because of the emergency. *Therefore: Measures to grant support, equitably, for special required services should receive the support of all citizens.*

5. Federal grants to the States for education, whether emergency or continuing, should be administered through the U. S. Office of Education and the State departments of education. *Therefore: In the development of Federal legislation designed to provide aid, proper attention should be given to the provision of personnel in the Office of Education and in the State departments of education whereby educational officers may be active participants in the administration of the Federal funds.*

6. Boards of education and school officers during the present emergency period should follow the soundest fiscal policies recommended by public finance experience and recent research. *Therefore: Current school costs should be, as far as possible, financed from current revenues rather than by borrowing. Also, during the war period, every effort should be made to reduce the debt of school systems.*

7. Finances for education should be obtained by means of the most equitable and socially defensible taxes that can be devised. *Therefore: Educational authorities should cooperate with constructive efforts designed to revise State and local tax structures in accordance with sound tax policies.*

8. In these times of rapid-change, educational finance policies and practices must be based upon careful factual studies of conditions throughout the United States. *Therefore: Such investigations as the School Expenditure Statistical Project (sponsored by the Office of Education in cooperation with the National Education Association, the American Council on Education, the Southern Work Conference, and the National Council of Chief School Officers) should receive the utmost support of all local and State school officials.*

Digests of Presentations

HARLEY L. LUTZ

Professor Lutz began with the statement that "all of the principles of public finance are really nothing more than the application of common sense and ordinary honesty to the Government business, and the chief issues are produced when someone seeks to steer the people into some appealing but shady and slippery bypath.

"I have said that public finance is common sense in Government. By this I mean, as an illustration, such a viewpoint as the following:

(1) Government's resources depend on the people's resources. If they are prosperous, the Government is financially strong; if they are impoverished, the Government is either "broke" or headed toward bankruptcy. We learned this long ago from Adam Smith, but we have forgotten or ignored it. •

(2) There is no magic or mystery about the Government finances or about the Government resources. Government operates by using some of the manpower and materials of the community, and it pays for the manpower and materials used by diverting a portion of the people's purchasing power from them to itself.

Reduced to fiscal terms, this means that the normal policy of Government must be a balanced budget, that Government can do for the people only as much as the people are willing and able to pay for. It means that there is no wizardry of finance in which the pen becomes a magic wand capable of creating vast public resources which enable Government to dispense with taxation or to spend indefinitely more than it collects from the people.

He maintained that deficit financing leads toward disaster, and that tax policies have frequently been devised with an eye to social reform rather than the production of revenue. He pointed out that a smaller and smaller part of Federal expenditure is being met from current taxation. However, it would seem feasible to raise more revenue, for "the National income will probably be as high as 110 billion dollars for the calendar year 1942, and may attain a still higher level before it is stabilized for the duration." A difficulty in increasing the amount of revenue under the income tax is that only about 15 percent of the income paid to individuals is subject to progressive taxation. He continued: "From this it follows that our most urgent tax problem is to devise a system of proportional income taxation that will reach all of the other 85 percent except the smallest individual incomes. I have proposed for this purpose the transformation of the normal tax into a tax on current income at source and a sales tax. Both are necessary in my opinion in order to permit the rate of each to be moderate."

He closed his address with the statement—

Since the whole argument for heavily increased taxation during the war rests on the consequences to ensue if the cost of the war is put on the cuff, it follows that neither education nor any other service can have as much as its sponsors might like. At home we are learning to get along with less sugar, less gasoline, less rubber; and we shall presently be obliged to do with less of various other things. It will test our skill and adaptiveness as individuals to take these cuts and yet do a good job of working and living. The public services face a similar challenge to their resourcefulness and adaptiveness. They must strive to maintain quality while reducing costs. This is not easy and with some the advice may be unpopular. My function here is to call the shots as I see them, and this I have done. It is time to stop telling ourselves that it can't happen here. Inflation can happen here. Debt repudiation and national bankruptcy can happen here. We can lose the war here. Many things must be done if these things are not to happen. My emphasis is upon the kind of tax program which will contribute to this end.

ROY BLOUGH

Mr. Blough remarked that a few years ago about 7 percent of the national income was expended on defense, but that now approximately 50 percent is so spent, with prospects of a further increase. This means a diminution of goods, he continued, a deprivation which the American people must bear. This burden may be allocated through inflation, rationing, or taxation. Taxation can go a long way toward a proper distribution of sacrifice.

Mr. Blough then pointed out that according to studies in the field the lowest economic group already pays more taxes proportionately than the group just above, a point against sales taxes which bear much more heavily on the lowest economic group than on any other. He also stated that the sales tax is not an easy tax to administer, and is not well regarded by many members of the government in England where it is in force in a modified form. The corporations of the country will have more profits after paying taxes this year than for the years before 1941, which was a boom year. The best form of taxation is probably the income tax, he said.

Mr. Blough mentioned the fact that for the most part State and local tax revenues have improved as a result of the defense activity, though this improvement may not last. He pointed out that since schools are financed for the most part from local taxes they are at the present in good financial condition, but that if there is a decided inflation the local taxes on real estate will rise very slowly. Therefore, educators should do all in their power to help prevent inflation so that schools may not find themselves unable to pay decidedly higher prices from their relatively constant tax revenue.

Hon. ELBERT D. THOMAS

Senator Thomas emphasized the values to be obtained by a proper expenditure of funds, even when they are borrowed. He pointed out that the United States is suffering because in so many instances proper stock piles were not built because of false economy. He told how careful certain State Constitution makers had been of certain property rights and how careless of the welfare of the people.

He then mentioned how in the name of economy recently 20,000 Indians who were doing good work were dismissed to go back to their reservations. Also how 70,000 veterans of the first World War were discharged in spite of the fact that they could not make a go of it by themselves. He stated that the United States Army has lost the equivalent of 15 divisions because of illiteracy, and went on to say that the reason the bill for Federal aid to education has not passed is because of a queer way of looking at men.

He illustrated further the idea that a fully developed and educated population is the most important wealth of a nation by pointing to the inventor of the revolving turret and the screw propeller, Ericsson, and the great advantage that any nation which develops all the capacities of its population has over the nation which does not.

J. S. VANDIVER

Superintendent Vandiver presented the need of the South, with 37 percent of the children and 14 percent of the income of the Nation, for Federal aid to its schools. He also argued that the present war activity will probably increase the disparity between the industrial regions of the Nation and the South, for the South has the Army camps which will be depopulated when peace comes, while the industrial regions have the new industrial machinery which will continue to be valuable.

ARVIE ELDRED

Mr. Eldred, after giving facts to show the necessity for greater State and Federal aid to education, developed the idea that the States have a responsibility to perform if they are to merit Federal aid, as follows: Primarily it is the responsibility of the State to provide a system of public education, but many of our States are lacking in resources to make adequate educational provision. Therefore, it seems obvious that the Federal Government, with its broad taxing powers, should assist the States in furnishing aid to localities for carrying on the edu-

cational program. Any bill providing aid for education should have as its chief aim the setting up of a minimum program of education for every child in the country, regardless of race, creed, or color, and any funds provided should be distributed in an equitable manner. No State, or locality should be allowed to shirk its responsibility and expect a subsidy from the Federal government. Any bill which does not carry these proposals is unfair and unjust and will throw additional tax burdens on some for the relief of others.

HOBART M. CORNING

Mr. Corning approached the subject of Federal aid from the angle of the new responsibilities and the difficulties that have come to the schools in the war period. His conclusion was: "The schools are not complaining. Our Government has a job—many jobs—for us to do, and it is recognized that we can and will do them well. We want to go all-out in adapting the schools to the needs of our country. However, the resulting financial problem is extremely serious. It is not possible to reconcile legally established revenues—already inadequate and certain to grow less on one hand, with greatly increased costs due to the war effort on the other. The impact of the war upon the finances of the school district is so acute that relief from Federal sources should be obtained in financing the Government's war program in the schools, and also in removing the inequalities and inadequacies of school support which exist.

JOHN NORTON

Dr. Norton presented the School Expenditure Statistics Project. He pointed out that its purpose is to make available certain functional data concerning financial support of education during the war period, which will give a clearer picture of the pattern of support of education than we have ever had. It will enable some of the lag between the onset of financial breakdowns in the schools and the repair of these breakdowns to be eliminated, he stated. The project has been cooperatively planned by representatives of the U. S. Office of Education, the National Council of Chief State School Officers, the Southern States Work Conference on School Administrative Problems, the National Education Association, and the Committee on Government and Educational Finance of the American Council on Education.

Problem 25.—What Are the Problems Involved in Securing and Operating School Facilities in Wartime?

Questions raised for discussion:

1. What are the Federal provisions for financing the school needs in defense areas?
2. What provisions are made for obtaining school building facilities in nondefense areas? Can priorities for materials be obtained, and under what circumstances?

3. What is the situation as to the need for pupil transportation facilities?
4. What is the current situation as to the availability of pupil transportation equipment? Bus bodies? Chassis? Tires?
5. What are the responsibilities of various agencies in the conservation and efficient use of existing pupil transportation facilities? Office of Education, Office of Defense Transportation, War Production Board, State departments of education, local school jurisdictions?
6. For what materials, equipment and supplies needed by schools is it necessary to obtain priority orders?
7. What are the procedures for obtaining such priority orders?
8. Are schools essential war agencies, and should they be so classified and treated?

Officers of the symposium:

Chairman: COLIN ENGLISH, State Superintendent of Public Instruction, Tallahassee, Fla.

Vice Chairman: HOWARD A. DAWSON, Director, Rural Service, National Education Association, Washington, D. C.

Reporter: E. J. BRAUN, Senior Specialist in School Facilities, U. S. Office of Education.

Presentations:

HENRY F. ALVES, Principal Educationist in State School Administration, U. S. Office of Education.

AUSTIN R. MEADOWS, Supervisor of Research and Surveys, State Department of Education, Montgomery, Ala.

GEORGE FRANK, Bureau of Governmental Requirements, War Production Board.

Panel members:

FRANCIS B. HAAS, State Superintendent of Public Instruction, Harrisburg, Pa.

RALPH IRONS, Superintendent of Schools, Evansville, Ind.

C. F. KLINEFELTER, Assistant to the Commissioner, U. S. Office of Education.

RAYMOND V. LONG, Director of School Building Construction,
State Department of Education, Richmond, Va.

Maj. SILAS M. RANSOPHER, Assistant Director, Vocational Training for War Production Workers, U. S. Office of Education.

H. C. RICHARDSON, Head of Special Projects, Quota Section,
Office of Price Administration.

P. N. SIMMONS, Administrative Assistant, Division of Local Transport, Office of Defense Transportation.

FRED CHARLES, Federal Works Agency.

Summary of Discussion

School facilities, within certain limitations, can be secured in areas which have had an impact of school children because of war activities. School facilities in other areas may also be obtained when such facilities are necessary to replace burned buildings or when it can be demonstrated that the need is very acute. School busses may also be obtained when the need can be clearly shown.

Under Public Law 137, the Lanham Act, provision has been made by the Federal Government for the financing, by Federal funds, of school building construction and of the maintenance and operation expenses of a school district in those areas in which there has been an influx of school children because of war activities. The funds under Public Law 137 are administered by the Federal Works Agency. Certain criteria have been set up in joint agreement between the Federal Works Agency and the War Production Board as of July 3, 1942, which must be met before an allotment will be made under the Lanham Act.

In addition to providing for the construction of school buildings, the Lanham Act provides for allotments for maintenance and operation of schools in war areas. The basis upon which funds are being allocated for maintenance and operation expenses is one of deficit financing. If, in a school district located in a war area, there are not sufficient funds available from all local and State sources for the necessary current expenses, funds will be allocated by the Federal Government under the Lanham Act for the difference between the total current expense of the school district and the total available income from local and State sources for current expense. Allotments will be based upon the fiscal school year of the local school district.

Maintenance and operation funds are available for the extension of school services such as nursery schools, kindergartens, and before and after school supervisory programs. Under the Lanham Act funds can be provided for these extensions of school services except possibly in those States where laws and regulations may prohibit the establishment of nursery schools and kindergartens.

These services are to be provided for the children of working mothers who are directly or indirectly employed because of war activities. Funds are also available under the WPA for nursery school programs. The WPA, however, is only a clearance agency as far as nursery school projects are concerned under the Lanham Act.

The War Production Board has issued regulations in regard to the obtaining of preference ratings for the materials needed in school construction and for certain types of equipment and supplies. The processing of an application for a preference rating involves two responsibilities. One is to see that critical materials are not used for purposes which do not contribute directly to winning the war, and the other is to see that when the need is essential, preference ratings are made available with the least complexity of procedure and the least delay.

It has been the policy of the War Production Board to endeavor to keep schools and institutions in operation as long as possible at the level attained previous to Pearl Harbor but as individual commodities become less available, the criteria must be made more and more severe.

The transportation of students is essential service and must be continued. Every effort, however, should be made in the school district to have privately owned automobiles used to transport children.

There are approximately 70,000 chassis available for all essential purposes for the duration in contrast to the 650,000 units which, in normal times, are needed annually. Applications to the Office of Defense Transportation should be filled out in accordance with the handbook "School Transportation in War-time." The applications now being received are not adequately filled out in that the need is not adequately demonstrated. The Office of Defense Transportation tries to allocate school busses only to those applicants who show sufficient need.

The purchase of a school bus is not approved when the need is occasioned by the replacement of automobiles privately owned. Parents must continue to make arrangements to get children to school even though it necessitates the use of their automobile for only transportation to school.

The big problem in school transportation at the present time is the conservation of school busses, including tires. A sound conservation program must include new routing so as to provide minimum mileage and must require that many children will walk who have been transported at the present time. It is no longer possible to pick up every child at every house. Children within a reasonable walking distance of the school or of fixed school bus stops will be required to walk. Very few school busses can be obtained for the duration and if school children are to be transported for the duration, a strict conservation of present facilities must be made. Interscholastic teams should be transported by means of rail transportation if at all possible, since school busses should not be used except for a minimum educational offering.

Various interpretations are being given by the local rationing boards of the Office of Defense Transportation's ruling of August 6, which stated that the use of school busses should be limited to carrying children to and from school or for such projects as are necessary to the school program.

Whether or not school busses could be used to transport pupils when necessary for vocational-agriculture courses was not determined. The consensus was that the use of school busses should be permitted to transport children for this type of activity. H. C. Richardson, of OPA, was requested to obtain a ruling on this point.

That there is a basic relationship between education and democracy seems to be generally agreed. There are two responsibilities: first, to win the war; and

second, to win the peace. If there is a relationship between education and democracy, then there is a basic minimum program for education which must be maintained.

If there is a basic relationship between education and democracy, then the educational leaders should resist every effort to give priority to everything else not as essential as education.

Digests of Presentations

HENRY F. ALVES

There are two ways of financing the construction of school buildings at the present time: (1) by local funds, and (2) by part local and part Federal funds or by Federal funds only. The Lanham Act provides funds for the second method of financing school buildings. Certain criteria have been set up in joint agreement between the Federal Works Agency and the War Production Board as of July 3, 1942, which must be met before an allotment will be made under the Lanham Act. This joint agreement requires:

1. No school building may be authorized to begin construction or be recommended for priority assistance unless all of the following conditions are fulfilled:
 - (a) The construction project is located in a critical defense area.
 - (b) Existing school facilities are being utilized to full capacity.¹
 - (c) All other suitable space which could be used for school purposes has been exhausted.
 - (d) There are no available school facilities within reasonable travel distance of the localities.
(It is recommended that county or State regulations preventing inter-community use of facilities be modified to permit the full utilization of such facilities).
2. If a school building in any locality has been destroyed by a fire, flood, tornado, earthquake, or by acts of the public enemy, and facilities are not available according to the foregoing criteria, or where it can be shown that a building has been condemned by competent authorities, a new building may be erected provided that construction conforms to the general standard and the foregoing criteria.

It is necessary that the need for any school building which is to be constructed at the present time be determined in the light of the above criteria. Existing school facilities must be utilized to full capacity, which, whenever possible, will require that double sessions be held. Double sessions, however, are not possible in every school system, particularly in those school districts in which a large number of children are transported or in those districts in which traffic hazards prohibit the requiring of children to walk to another school building where there may be available facilities. *

At the present time the procedure for obtaining an allotment under the Lanham Act is for the local school officials to make application to the Federal Works Agency. The Federal Works Agency has decentralized its organization and has made the regional offices responsible for the clearance of all dockets. It is necessary that there be agreement as to need between the Regional Engineer of the Federal Works Agency and the U. S. Office of Education's representative

¹ The following criteria as to full utilization might be applied: (a) Maximum use of classroom seating capacity. (b) More extensive use of study halls and auditorium. (c) Using all rooms for the maximum number of hours during the school day. (d) Elimination of classes with small attendance or combined use of one room for two small classes by making use of partitions. (e) Adding wooden benches and desks to existing rooms. (f) Making use of two-shift methods wherever possible, with due consideration to the effect of late hours on children in the primary grades.

at the regional level. When an application is received in the Washington office of the Federal Works Agency and there is complete agreement at the regional level, the U. S. Office of Education issues a "Certificate of Necessity" in which the need for the proposed building is shown and a recommendation made to the FWA. At the present time no allotments are being made under the Lanham Act, either for construction or for maintenance and operation, without a Certificate of Necessity from the U. S. Office of Education.

In addition to providing for the construction of school buildings, the Lanham Act provides for allotments for maintenance and operation of schools in war areas. The basis upon which funds are being allocated for maintenance and operation expenses is one of deficit financing. If, in a school district located in a war area, there are not sufficient funds available from all local and State forces for the necessary current expenses, funds will be allocated by the Federal Government under the Lanham Act for the difference between the total current expense of the school district and the total available income from local and State sources for current expense. Allotments will be based upon the fiscal school year of the local school district.

The procedure in obtaining maintenance and operation funds is for the local school district to make application to the Service Division of the State Work Projects Administration Office where the application will be reviewed to determine if it is correctly filled out. A copy of the completed application is then sent by the Service Division of the State Work Projects Administration to the State Department of Education, and the original and four copies of the completed application are sent to the Regional Director of the Federal Works Agency.

The State Department of Education will examine the application in terms of the statement of policy and procedure as set up by the Federal Works Agency and shall make recommendations to the Senior Specialist on School Facilities of the U. S. Office of Education, who in turn will make a recommendation to the Federal Works Agency. The Regional Director of the Federal Works Agency will examine the application, taking into consideration reports and recommendations received from the Regional Finance Examiner, Regional Council, Regional Supervisor of War Public Services, and the Senior Specialist on School Facilities of the U. S. Office of Education. The Regional Director then submits all recommendations to the Regional Program Review Board for recommendation to the Administrator of Federal Works Agency. The U. S. Office of Education, upon receipt of its recommendation from its field representative, issues a Certificate of Necessity to the Administrator of the Federal Works Agency.

In order to expedite the clearance of a project for maintenance and operation it is essential that the representative of the State Department of Education and the representative of the U. S. Office of Education make a joint recommendation which should be in conformity with the amount which the applicant will request. It is highly desirable, therefore, that the local school officials consult with the representatives of the State Department of Education and the U. S. Office of Education before they fill out the application blanks for maintenance and operation expenses.

The State Departments of Education should keep in close touch with the Service Division of the State Work Projects Administration so as to be aware of requests for application blanks as made by local school districts.

AUSTIN R. MEADOWS

School transportation ties in with the Lanham Act in that it may be necessary to provide transportation facilities instead of school buildings or the converse. New procedures are now in effect to obtain school busses. The procedure is described in detail in a handbook prepared for and approved by the National Council of Chief State School Officers under the title "School Transportation in Wartime." The handbook was published by the Traffic Engineering and Safety Department of the American Automobile Association, Washington, D. C. Copies of this handbook may be obtained from the U. S. Office of Education.

School transportation equipment has a threefold purpose:

1. To provide the basic minimum opportunity to about 4 million children by transporting them to school.

In some States one-third of the elementary children are transported and in some States at least half of the high-school children are transported.

2. To provide transportation for war workers.

Regular civilian transportation facilities in war areas are becoming more and more overcrowded. It may become necessary in various areas to stagger schedules, both for civilian workers and school children, so that school busses may be used to transport war workers. It is to be remembered, however, that the most important function of school busses is to transport school children to school.

3. To provide, if necessary, for the evacuation of the population of cities because of air raids, or to provide for the quick mobilization of soldiers in case of invasion.

In the threefold purposes of school busses, as outlined above, six problems arise:

(1) There are approximately 94,000 school busses in use at the present time in the United States. There are approximately 70,000 new chassis available for all essential services. Of the 70,000, there are approximately 52,000 chassis of one and one-half tons capacity. It is from this latter stock that school busses will be allocated. Most new school busses that can now be obtained will have a maximum capacity of 30 to 36 school children.

It is essential, therefore, that a rigorous program for the conservation of school busses be instituted and maintained for the duration. New school busses are and will be very difficult to obtain and the conservation of the school busses now in use will assure in part the transportation of school children for the duration.

(2) Some of the school busses now in use will need replacement because of being totally worn out, and additional busses may be needed in defense areas. Up until July 25 not a single new school bus has been allocated since the freezing order issued by the Office of Defense Transportation. In normal times approxi-

mately 12,000 new school busses are needed every year. Because of the few chassis that can be allocated for school busses, it is absolutely essential that the Office of Defense Transportation know that a school bus is needed by a given school district. The Office of Defense Transportation has set up workable plans to determine this need and these plans have been set forth in the handbook on "School Transportation in Wartime."

(3) Procurement of school bus parts.

At the present time motor blocks are no longer available. It will be necessary, therefore, to rebuild motor blocks and other worn parts. Some new parts can still be secured.

(4) The procuring of school bus tires.

This is a very difficult problem and a very strict conservation program is needed. Tires should be checked frequently and recapping should be done whenever necessary. Under the general order of the Office of Defense Transportation school busses should be used only for the basic minimum educational program and should be confined as near as possible to the transportation of children to and from school.

(5) School bus drivers.

It is becoming more and more evident that men school bus drivers will need to be replaced by older men, women, or high-school boys. This will require a training program and plans should be set up in each State for such a program.

(6) School bus mechanics.

School bus mechanics are becoming increasingly difficult to secure and a training program in the State is needed.

The big problem in school transportation at the present time is the conservation of school busses, including tires. A sound conservation program must include rerouting so as to provide minimum mileage and must require that many children will walk who have been transported at the present time. It is no longer possible to pick up every child at every house. Children within a reasonable walking distance of the school or of fixed school bus stops should be required to walk. Very few school busses can be obtained for the duration and if school children are to be transported for the duration, a strict conservation of present facilities must be made.

GEORGE FRANK

The Bureau of Governmental Requirements of the War Production Board has set up the Schools, Hospitals, and Institutions Section which is charged with the duty of processing preference ratings of schools, colleges, universities, hospitals, and eleemosynary institutions.

This processing involves two responsibilities. One is to see that critical materials are not used for purposes which do not contribute directly to winning the war, and the other is to see that when the need is essential, preference ratings are made available with the least complexity of procedure and the least delay.

It has been the policy of the War Production Board to endeavor to keep schools and institutions in operation as long as possible at the level attained previous to Pearl Harbor, but as individual commodities become less available

the criteria must be made more and more severe. Equipment and apparatus is so vital to the Army and Navy and to the plants producing war needs on a 24-hour basis, that schools must also consider the 24-hour use of such items if we are to save our educational freedom for future generations of students.

The controls necessary to assure the availability of the needed supplies and equipment in those places where the need is greatest is becoming more complicated. Schools should be familiar with the fact that purchases may be made in three ways: (1) without a preference rating; (2) with a limited blanket rating for certain classes of items; and (3) by specific application to the War Production Board for a preference rating on forms provided for that purpose.

Under the first classification every effort should be made to secure equipment and supplies without priority assistance. If usual sources of supplies cannot furnish what is wanted, local and out-of-town suppliers should be contacted before coming to the conclusion that priority assistance is necessary.

Under the second classification there are certain so-called limited blanket ratings provided by P orders which apply to various classes of materials. Order P-100 of the War Production Board provides that schools may assign an A-10 rating for supplies used for instruction, repair, operation and maintenance, but this order does not permit the filing of this rating for items of equipment which are carried on books as an asset.

The third classification covers requests when special priority assistance is needed and cannot be obtained under Order P-100. Application should be made to the War Production Board on Forms PD-1A and PD-200 in these cases. Form PD-1A is used to apply for items and materials of one class when such items cannot be obtained without such special request. Form PD-200 is used to apply for a project preference rating for materials or equipment used in any expansion of facilities involving construction, alterations, or remodeling.

The priority system is constantly undergoing change and readjustment, and the various Regional Offices of the War Production Board established throughout the country are available to furnish such information to schools and should be consulted when there is any doubt as to how to proceed.

The War Production Board has devised an allocation classification system to help in over-all planning by determining the end use of critical metals and materials. To this end a symbol, D. P. 17.20, must be placed on all purchase orders issued by the local school district. This symbol is passed along by the supplier to the manufacturer and finally to the War Production Board so that they may determine the over-all picture.

The procedure for obtaining student supplies requiring preference ratings, such as drawing instruments, slide rules, engineering scales, and things of that nature, for student supply stores is for the school institution to make application for preference ratings on Form PD-IX which is to be forwarded to the Distributors Branch of the War Production Board, Washington, D. C. If the same type of material is to be purchased by the school for its own use for issuance to students for purposes of instruction, the school should make applications on Form PD-1A for necessary preference ratings. A limitation order applying to laboratory equipment and supplies requires that purchase orders for such items must bear a certification that they are issued in accordance with the terms of Limitation Order L-144. This Order permits such certification for research.

and for expendable *supplies* and reagent chemicals used in instruction. Special authorization is required, however, for *equipment* used for laboratory teaching. Order P-43 allows research laboratories to apply a preference rating of A-1-a on equipment, supplies and reagent chemicals used for *research* but application for such permission to certify has to be made on Form PD-88 supplemented by Form PD-107.

In making out applications for preference ratings, schools and colleges should be careful to convey to the War Production Board the essentiality of the need for the equipment they request. This need should be backed up by information such as an indication of what is, at present, being used and why it is necessary to replace it, a list of material of similar nature now within the institution as a whole, and the number of hours such equipment is in use. Critical items must be put to the maximum possible use.

All equipment and apparatus should be conserved as much as possible. They should receive frequent and regular inspection, cleaning, oiling and repair in order to condition them for satisfactory and continuous operation without replacement.

It is suggested that each school or institution should centralize all priority activities in one office, probably that of the Purchasing Department or Business Office. The importance of maintaining a single unit through which all school departments can clear priority matters cannot be overestimated. The volume and complexity of the regulations involved in priority matters is such that they should be centralized. Applications for preference rating on any of the various forms as well as correspondence should always be directed to the Director General for Operations, War Production Board, Washington, D. C.

Problem 26.—How Shall Colleges and Universities Be Financed During the War?

Major purposes of the symposium:

1. To outline the existing trends in the Federal financing of the war, including the implications of such trends on the financing of higher education.
2. To review the financial problems of higher education occasioned by the war during both the regular academic year and the accelerated period.
3. To explore the possibility of a partial or full solution of these problems through an increase of such existing sources of income as endowments, gifts, student fees, and State or municipal appropriations.
4. To review existing Federal wartime aids and consider the need of an increase or extension of these aids.

Officers of the symposium:

Chairman: WILLIAM T. MIDDLEBROOK, Comptroller, University of Minnesota, Minneapolis, Minn.

Reporter: W. CARSON RYAN, Professor of Education, University of North Carolina, Chapel Hill, N. C.

Presentations:

GERHARD COLM, Chief Fiscal Analyst, Bureau of the Budget.

JOHN W. DAVIS, President, West Virginia State College, Institute, W. Va.

RAYMOND A. KENT, President, University of Louisville, Louisville, Ky.

H. C. BYRD, President, University of Maryland, College Park, Md.

Rev. EDMUND A. WALSH, Vice President, Georgetown University, Washington, D. C.

Summary of Discussion

The Federal budget is developing toward a total war budget. This means a great increase in Federal taxes, voluntary investment, and perhaps forced investment in United States bonds. It also means curtailment of nonwar expenditures. The net result will be reduced funds, both public and private, for the support of higher education.

The accelerated program in higher education, instituted because of the demand for speed in training manpower, produces additional problems of financial support in some colleges and universities, particularly in those that have low tuition rates. Considerable readjustment can be made in the use of funds, devoting the major effort to wartime needs. It is doubtful whether increased financial support can be had through State appropriations, although it was stated that practically all the States are in a better position to finance the war effort than at any other time in their history. It seems apparent that to do what the appropriate agencies of the Government are asking, the institutions of higher education will require more money than they can secure from present sources of income.

It is clear that if the Nation is to meet the crisis in manpower and bring victory and peace, colleges and universities must continue the needed programs at maximum capacity. This they cannot do without Federal assistance. Aggressive cooperation on the part of the Government, a single-eyed purpose on the part of the Government to make use of the institutions of higher education as a major activity of war conduct, and the appropriation of Federal funds in terms of the nature and amount of needs to be met, are required to assure an uninterrupted supply of manpower trained for wartime needs.

Digests of Presentations

GERHARD COLM

The Financing of the War and Its Possible Implications for Social Institutions

Total war.—It is safe to base a prediction on the development of war finance on the assumption that our war effort will move in the direction of total war. Total war means, for the domestic front, the total mobilization of manpower and womanpower. It means not only raising the huge amount of money necessary for financing the war, but raising it in a way which facilitates maximum production, curtails consumption in order to forestall inflation, and equalizes sacrifice. It further means the planning for war not only as a relatively short episode, but also consideration of the effects of war measures during a long war and in the post-war period.

Implications for war finance.—Federal expenditures, now about one-third, in the near future will be half and more of the total national production. On the revenue side, the attempt to avoid inflation does not necessitate financing the whole war by taxation. Borrowing has an important place in war finance. Although present plans call for less than one-third of the expenditures to be financed by taxes, it is safe to assume that this portion will be increased.

What kind of taxes will be increased? Two-thirds of consumers' expenditures are made by families in the income bracket between \$1,000 and \$5,000. If fiscal measures are designed to curtail consumption they must impose a heavy burden on those in the low and middle brackets. The objective of equality of sacrifice requires that imposition of a heavy burden on low and middle bracket incomes must be accompanied by drastic and effective taxes on high incomes, estates, and profits. The conflict between the purposes of curtailing consumption and equality of sacrifice can be reduced if at least a part of the absorption of mass purchasing power takes place in the form of investment in War Bonds; by voluntary saving, if possible; and by forced saving or tax refunds, if necessary. Nothing is worse for institutions than inflation.

On the expenditure side, drastic curtailment of nonwar expenditures will be necessary. WPA is an example; expenditures of 1½ billion dollars in recent years have been cut to 300 million dollars this year. The movement is also toward conversion of all remaining so-called nonwar activities to the war effort; for example, devoting the remaining NYA activities to war training. The NYA students' aid program has been abolished, but the students' loan program of the U. S. Office of Education has been established. In many respects, the Federal budget is developing towards a total war budget.

Implications for financing of social institutions.—During the war, some of the needs of social institutions for funds will be reduced because of the draft and war employment. On the other hand, there will be increased needs for specific types of training, such as engineering, etc.

A discussion of means of financing involves a discussion of war taxes and ability of students to pay fees, amounts of contributions and gifts, yield of endowments, and Government contributions. With respect to war taxation,

the tax policy has not yet impaired contributions and gifts. The yield of endowments has decreased slightly, but skill in managing investments has apparently improved in recent years. Slight further decreases must be expected in view of the corporate tax policy, and the low interest rate policy (War Bonds for institutional investments yield $2\frac{1}{2}$ percent, while the average yield of endowments is slightly above 4 percent).

The Government contribution may be increased only for war training in a narrow sense. It is to be emphasized, however, that all education—primary and secondary school, liberal arts college, research, etc.—is essential to the national interest.

The post-war financing of social institutions envisages difficulties for endowed institutions. The tax policy will probably not prohibit or discourage gifts, but it will prevent the rise of a new crop of war millionaires. Greater equality in income distribution has many desirable aspects, but creates difficulties for endowed education and research. Interest rates will probably be held on a relatively low level. On the other hand, the strengthened purchasing power of low and middle brackets may increase ability of students to pay fees.

The post-war program will be determined not so much by what is done after the war, as by our actions now. As to Federal aid, controls of some kind over expenditures may be expected to accompany the granting of public funds.

Finally, financial aspects of institutional life should not be overrated. Once the higher educational institutions prove their place in the war effort and make their contribution to the needs of our society, means will be found to assure their continuance.

The war demonstrates to the American people their tremendous capacity to produce, and demonstrates the essential role of education and research in a democracy. If the American institutions for education and research play their full part in the war and post-war effort, they will find such strong popular support in the future that means for their survival will be found.

JOHN W. DAVIS

The Effect of the War on the Financial Support of Higher Education for Negroes

It is to be expected that in a total war all social institutions, including the educational system at all levels, will be affected. Under the impact of war financing, significant changes in the patterns of financial support of higher education will likely be made. Higher education in this country, particularly in the area of finance, has come to the end of an era. But higher education as a governmental priority is of greatest value and absolutely essential to winning the war.

It should not be assumed that the part played by Negro higher education will differ in many important respects from that performed by higher education in general. However, the higher education of Negroes has some special problems which have come out of the Negro's abnormal relationship to American life. Negroes constitute a fourth of the population of the South, and it is in this section that three-fourths of the Negroes in America live. Here the Negro has been among the multitude of those who were ill-clothed, ill-housed, and ill-fed. He is a victim of a prevailing cultural lag and an unsatisfactory economy.

Higher educational institutions for Negroes are located largely in the South. Out of a dual system of education which is based upon a tax structure whose returns are insufficient to support adequately and efficiently even a single system of education for white youth, the Negro must be taught the essentials of democratic living. It is estimated that 25 million dollars yearly would be necessary to bring the education of Negro youth to parity with that of white youth in the South. The segregated colleges for Negroes are poorly supported with funds and generally lack evidences of first-class instruction. Six-sevenths of the Negroes in the United States, including 43,800 youth of college grade, are now being educated in poorly supported segregated schools. In an over-all picture from 1900 to 1935 the facts indicate that, at the end of 35 years, education of Negroes in the South received relatively less financial support than in the beginning of the period.

How is the war now affecting the financial support of the higher education of Negroes? The armed services of our country have but one duty—to win the war and to win it as quickly as possible. For this duty young men are needed. The men enrolled in the colleges this school term will be there on borrowed time. Many women who would otherwise be students will be engaged in war production activities in industrial plants. Tuition drops off when enrollments decrease. A study made by the U. S. Office of Education shows that the income from tuition fees makes up 68.5 percent of the total income in the white colleges included in the sample, while only 36.8 percent of the total income is derived from student fees in the colleges for Negroes. The economic level of the Negro student and the decrease in enrollments caused by the operation of the Selective Service Act point strongly to the fact that colleges for Negroes must expect dwindling returns from tuition sources as a means of support.

For Negro colleges, the war also is causing a reduction in income from invested funds, and it does not serve to increase gifts and grants from private sources. War financing checks would-be increases in private donations to Negro higher education, even though there has been a great increase in the national income. Unless new sources of giving are found, the immediate future outlook for private colleges for Negroes is most discouraging.

For the 2 years 1939-40 and 1940-41 a comparative sampling reveals that "in endowment earnings and in private gifts and grants for current purposes, the Negro colleges showed a decrease while the white schools showed increases." Endowment earnings in privately controlled colleges for whites increased in 1940-41 by 1.4 percent over 1939-40; and for Negro colleges the endowment earnings decreased by 0.7 percent. This situation developed while the national income was increasing by billions of dollars. Philanthropic foundations, such as the General Education Board and the Julius Rosenwald Fund, have greatly aided the higher education of Negroes in past years, but these two funds are rapidly being liquidated. Many factors operate now to make a dubious future for philanthropy in America. The nature of the present situation in the higher education of Negroes can hardly be expected to call to service Christian missionaries as occurred about 75 years ago.

The State land-grant colleges for Negroes are linked in support with their respective State governments and both directly and indirectly with Federal

sources as well. This relation gives these institutions greater security and enables them to assume full responsibility for all-out war efforts. State colleges for Negroes suffer, however, as do private and denominational colleges for Negroes, through decreased enrollments and loss of personnel.

On the graduate level, colleges and universities for Negroes suffer from the impact of the war through loss of students, personnel, and decreased income from endowments, gifts, and dwindling grants from foundations. Some of these institutions, like many colleges, must soon face the issue of closing their doors by discontinuing their work or reducing their programs to fit the size of their reduced income.

A final effect of the war on the financial support of higher education for Negroes is an indirect one which is difficult to state. It concerns the present and future climate of American life. How far the war will change American life no one can now say. Spasmodic, sporadic, and studied attempts on the part of some to change the climate of our governmental pattern tend not only to dilute the democratic morale which is the heritage of every citizen but also to weaken the effectiveness of the higher educational system of the entire country. For Negroes this is especially serious.

Negro higher education wants to make its full contribution to the winning of the war and the peace. The dollars spent now in this educational realm will be more productive in preserving and securing freedom for all Americans when our colleges will actually make the Negro possess convictions and values which make life worth living for him; make him defend and extend his store of values; and have a wholesome, constructive, and creative attitude for group enterprise and success. In a word, this is democratic morale. I use it as a plea for the higher education of Negroes, even against great odds, to have the opportunity, efficiently and qualitatively, to train minds, to develop healthy and efficient bodies and sound morals in Negro youth so as to aid in restoring to the common man everywhere the heritage of his being—the roots of his civilization.

RAYMOND A. KENT

Federal Aids as Sources of Wartime Financial Support of Higher Education

For purposes of clarification on the main issue there are certain premises that seem worth while stating briefly. Though they are familiar to you as detached facts, they may well be repeated here. The discussion presented in this paper presumes:

First, that there are certain services necessary toward winning the war which higher education can contribute that cannot be given by other institutions as well, or even some of them at all.

Second, that institutions of higher education highly desire to do whatever they may be properly called upon to help win the war. Admitting that a few for reasons such as religious belief do not want to cooperate, this paper will deal with and refer to only those who are active for victory.

Third, that for reasons emblazoned before us by numerous Government representatives at Baltimore, January 3 last, and constantly held before us since,

stating time is a crucial factor, accelerated programs are the *sine quo non* of present demands of the Government upon higher education including both institutions and students.

Fourth, that for reasons which will not be enumerated at this point, to do what the appropriate agencies of the Government are asking them to do toward the war will cost most institutions of higher education more money than they can secure from present sources of income.

With this bare statement of these four basic assumptions, let us now consider certain principles which are of underlying importance in wartime financial support of higher education.

I. *Principal One*.—The cue for the first principle is taken from a phrase in the title assigned this paper. That phrase is "Wartime Financial Support"; the principle is this: *Special Federal aid given to higher education now should be for the support solely of those activities which will contribute directly to winning this war.*

The mere statement of this might seem to be sufficient, but I fear that it is not. Remarks about it have disclosed some lack of a clear grasp of its essentials. There is no proposal here for the Federal Government to launch upon any general policy of aid to higher education; the aid proposed is special and for a limited time only. Some institutions might conceivably receive it in less ratio than others. There is certainly no implied equality of any sort in the amounts to be distributed among the several institutions that might receive it. The proposal is that Federal funds be contributed only toward those activities which will contribute directly toward winning the war, not just to any school or college as such, worthy as it may be.

But, some may properly ask. What do you mean by "*activities that will contribute definitely toward winning the war*"? As one corollary I should say that this aid should not be given to support any activity which is a regular part of an institution's program. A school of medicine or engineering should not receive any Federal aid for operating a regular program according to a normal time schedule. But if the Government calls upon medical or engineering schools or any others to teach courses not regularly taught or to continue programs for periods not regularly included, and does this as a war measure, then this principle says that the institutions responding to such requests might be eligible to receive Federal aid.

A second corollary concerns the amount of such aid to be given and asserts that the Government should meet the expenses of whatever extra services it requests from any institution of higher education, in the amount that these activities cost the institution in excess of corresponding extra income. Specifically the Government should pay an institution for money that it is out in maintaining requested extra courses and in operating extra time. Under this policy some institutions would get nothing. Only last week a business representative of a large university on private foundation told me that his institution would make a considerable profit from the accelerated program after paying normal salary increments.

II. *Principle Two*.—The second major principle is that *wartime financial aid as defined in principle one is just as important a function of the Federal Government as is Federal aid to any Government activity.*

Less than 3 months ago about a dozen persons sat in a conference called to facilitate training in colleges and universities which is needed by the armed forces. During the course of the discussion an official representative of the Navy said, "Ships of the Navy are being sunk at sea because the men in charge of them lack the proper training to operate them in the face of the emergencies they are meeting. The Navy begs you to give us trained men." Then up spoke the president of a leading school of engineering and said, "Last week we enrolled students for our summer term. There were 300 young men who did not enroll but who could have done so if there had been available for them a reasonable amount of financial aid."

Last week the largest American battleship to date was launched, costing \$88,000,000. Where is the man of even wartime sanity who would question the economy and need of the Government's investing a few thousand dollars, if necessary, in the education of men to operate that \$88,000,000 ship and keep it above the waves? Practically all medical schools in the United States have been in operation for the past two months. Furthermore it is a matter of critical importance for a medical student to take up his work for any given academic year when that year begins; he may not begin again until the opening of the next academic year. Yet outside of a limited, though most generous, allotment given to some schools by the Kellogg Foundation, no widespread extra aid has been available for medical students. Since January 1, Congress has appropriated for war purposes alone \$135,500,000,000—more money than all congressional appropriations from 1789 to 1940. Yet out of that total the meagerest pittance has been to help pay for educating brains to spend it effectively.

In recent years some educators have taken the position that higher education selects its students on an economic basis, that is, ability to pay for the costs of that education. There are two fallacies in this tenet. In the first place, no student pays the cost of his education, even when he has paid all the fees assessed him. The present financing of institutions of higher education is so organized and administered that by supplementing student fees from sources and in amounts usually reasonably predictable, a given institution is able to operate its regular program, hopefully without deficit. All incomes other than fees are on an inflexible time basis that makes any increase in those incomes within any given time period, such as one calendar year, at least highly improbable and usually impossible. Therefore, when an institution is called upon to put more instruction into a calendar year, only that part of the additional expenses are provided for which are met by student fees.

The second fallacy in the theory that higher education selects its students on the basis of their ability to pay its costs, lies in the fact that ability to pay such costs in the case of many students means not ready cash on call, but on the contrary the ability to earn within 12 months enough to pay the fees and other necessary costs to attend school 9 or 10 months. An accelerated program, one of our four premises, adds to expenses for the student to pay, and subtracts from his chances to earn money. The sum of these two amounts is what is needed by many students in order to make it possible for them to pursue higher education in an accelerated program.

How many such students are there? What proportion are they of the total? I don't know, perhaps 50 percent of all. In many institutions in my part of the country—in most of them probably—the proportion will run over 50 percent and as high as 75 percent, or even 100 percent in such colleges as Berea.

Furthermore, the Government is calling for men of high ability, the caliber that can benefit most from higher education, and who with such education can serve their country in positions calling for such ability. Let us not forget that the studies made of NYA students, and the studies made of students earning their way in part or in whole before the NYA, bear overwhelming testimony to the fact that economic selection is not a reliable index of ability to benefit from higher education. It is a common occurrence in our best metropolitan high schools for honor members of the graduating classes to include students from families of lowest incomes.

In this connection it is not out of place to cite the experience of both Canada and England. In each country the central government subsidizes students in higher education for wartime purposes.

There are two major ends to which wartime Federal aid should be given. One is to the institution and the other is to the student: to the institution to compensate it for the additional maintenance costs to which it may be put by reason of extra activities which it carries on that contribute directly to the war; to the students for wartime courses and curricula pursued on an accelerated basis. For the Government to do less than this is for it to cut the blood supply to the brain of its war effort.

The failure of the Government to do this to date has already raised serious question in the minds of students, faculty, and administrators, as to whether the armed forces and their urgently necessary auxiliaries, are as badly in need of trained manpower as our leaders say they are.

There is another aspect of this question of Federal aid which in my humble opinion has not received the attention it deserves and which has very grave and far-reaching implications. I assert unequivocally that as a principle no institution of higher education nor the Government has any right in justice or reason to expect faculty members to contribute services without adequate compensation to help maintain wartime educational programs. To adopt or to operate upon a contrary principle would be to flaunt common rights and justice, to fly in the face of the axiom that the workman is worthy of his hire, and to say that both the present welfare and the future status of the members of the teaching profession engaged in higher education are of less concern than those of organized labor, to drive these same teachers to labor union organization and tactics, and to cause leading intellectuals occupying positions of strategic importance in youth training to be critical of our form of government and cynical in their own relations to it. If contributions and sacrifices need to be made by the citizenry of the Nation at large, faculties of higher educational institutions will do their share—they're accustomed to that. But to single them out as a group to be specially penalized would be to show less wisdom than the Government is exercising in any possible comparable field.

The failure of the Government to make any move up to date toward institutional aid for accelerated programs tends to reflect upon it in the light of the

background of these programs. You all know that at the conference in Baltimore last January, representatives of at least six major arms of the Government, including the Army and the Navy, asked, begged, implored, higher education to speed up. We were told to Hurry! Hurry! Hurry! We were even accused by one speaker of being a major cause of Pearl Harbor and warned to do labors "meet for repentance" and from that time on not to contribute toward "Too little, and too late."

Loaded with these appeals and innuendoes, representatives of higher education went home and in a few months it was reported that 90 percent of these institutions had already begun or were about to begin accelerated programs. While we had not been promised at Baltimore, we had been encouraged with the hope of Federal aid to assist such programs. Yet when a bill to provide such aid, carefully drawn and presented by the Federal Security Administrator with the help of the Office of Education, was laid before the Bureau of the Budget, the proposal was rejected on the theory, so we are told, that "Colleges and universities don't need that kind of aid; they have already planned their accelerated programs."

Even this rebuff has not diminished the ardor of these institutions, although it has necessarily had a deterring influence upon the rate and efficiency of performance. The action of the Government's agency is one deeply to be regretted and wholly unjustified on the grounds asserted. Fortunately it is not yet too late to rectify, at least in some degree, this error.

III. *Principle Three.*—The third principle of this paper asserts that the basis on which aid to students should be granted is the number of students who are under any classification of the Selective Service Act which looks towards the individual's being used in the war effort. To put it in other words, every person of Selective Service age, whose classification makes him potentially eligible for active duty to his country, should be given Government subsidy, so long as he remains in training on the level of higher education. Before he enrolls as a student he should be enlisted in whatever branch he expects to serve, and while in school be placed on an inactive status, on pay.

This principle openly implies that with the student's relation to his Government thus determined, the Government would have not only the right but the responsibility to state, as far as it seems best for war purposes, what training any student should receive. Of course it implies also that the Government would have the right to change the student's status from inactive to active whenever war conditions made that necessary.

I realize that this principle perhaps more than any other may be highly controversial, yet it would seem that there is a logical sequence to this situation that is perfectly clear. If the various arms of the Government need trained manpower, the needs are specific and known in advance within reasonable limits. To select the persons for the trainings needed in advance of the training, then to pay them stipulated amounts during the period of training, is to do not only the thoroughly consistent thing but also what is already being done for present war purposes by industry as well as by both the Army and the Navy. In fact, the regular college student, if we may designate him as such, is about the only one in definite war training who is not on Government allowance.

IV. *Principle Four.*—The fourth major principle of this paper is that *it is the pressing obligation of the hour for higher education and Government by joint cooperative effort to decide what activities higher education can and should carry on, which should receive Federal wartime aid.*

This principle has been carried out in part. It has been in process of winning its way for 8 months. On the other hand, for 8 months it has also lagged. Both the Army and the Navy have conferred with representatives of higher education concerning some of their programs. On the other hand, neither the Army nor the Navy has, as far as I am aware, taken the stand which it might well have, to give the needed impetus to make its programs effective recruiting agencies by using its influence to see that the necessary Federal aid is forthcoming for these programs in institutions of higher education. Furthermore, only those who have been in uninterrupted connection with the continuously sporadic attempts to bring together Army, Navy, Selective Service, and War Manpower Commission, can describe adequately the need for an operating medium open at all times for the immediate consideration and appropriate disposal of these needs.

The institutions of higher education are in no position to tell the branches of the Government engaged in the war what programs of training the latter need. This statement is made in full knowledge of the contrary view held by some of my colleagues.

By the same token even the best Army or Navy official is not an authority on what educational facilities the colleges and universities have to offer. This statement is made in full knowledge of assertions of alleged academic reliability, which have issued from time to time from military and naval sources.

But the sensible, the realistic, the effective way is for those who have needs to confer with those who have supplies, and for the two parties *working together* to reach the best solution of problems of mutual interest, as these problems arise. After the armed forces have earmarked specific activities of higher institutions as war activities, then we shall have a valid basis for allocating Federal wartime aid. For the educational institutions to ask without such primary determination is for them to lay themselves open to the accusation already made—that they are out for their own interests.

I realize full well that such cooperative consultation may result in the educational institutions being asked to make modifications, perhaps radical ones, in their programs. Very well, if that is the way in which they can make their best contribution to victory—why not? There is not the most remote part of our civil, economic, or cultural structure that has escaped serious impacts of this war; why should we expect to exempt institutions of higher education? Nor should anyone say this is Government control. We do it or we do not do it, as we institutionally choose. But if any institution chooses to cooperate, then it cannot at the same time exercise institutional autocracy.

V. *Principle Five.*—This leads us directly to the fifth principle of this paper. That principle is that *no educational institution is justified in opposing Federal wartime aid or in refusing to use it on the premise that to accept it would be to yield to Federal control of higher education.* In the first place let it be stated again, the proposal is for wartime aid *only*. This condition itself invalidates the

standard arguments against Federal aid, as a method of Federal control. *Why?* Because this aid is to cease when war needs cease; then the institutions will be in *status quo* as far as financial administration and control are concerned.

In the second place, those institutions of higher education that are now cooperating for war purposes with any branch of the Government are having exercised over them as much Federal control as this program provides. If you have a contract with the Government to train a special group, as many have, or if you operate ESMWT, you are already receiving institutional aid. Have you applied for a part of the loans available to students? Have you used the NYA? You are already receiving the second form of Federal aid proposed. Are you being Federally controlled? If you think you are, examine the nature of that control and ask two questions: *First*, do these controls restrict the long range free operation of the founding principles of your institution, or are they likely rather to lend additional guarantee to those principles; *second*, do you really propose to cooperate with the Government in assisting to meet the pressing needs of the war emergency, or are you proposing to cooperate only on your own terms, formulated from the prospective of tradition? Are you facing the future or the past?

From the Army and the Navy, from industry, from Selective Service, and from the White House, have come many voices. Many voices but one message—the apex of the present crisis is manpower—men and women with the knowledge and technical skill absolutely essential to waging this war. If our Nation is to meet this crisis of manpower and bring victory and peace, colleges and universities must continue the needed programs in maximum capacity.

This they cannot do any more than industry, transportation, or communication can, without Federal wartime assistance.

This assistance must be available in such amounts and under such conditions that there will be an uninterrupted supply of manpower personnel in attendance in such numbers as may be needed to be trained for wartime needs in higher institutions of education. These institutions must be enabled to insure the proper instruction to the necessary faculty and material supplies. To do all of this will require more than the assent to the program of Government agencies or even their stentorian appeals to the institutions themselves. It demands aggressive cooperation on the part of the Government, appropriation of Federal funds in terms of the nature and amount of needs to be met; it demands a single-eyed purpose on the part of the Government to make use of institutions of higher education as a major activity of war conduct; it demands a facing up to this program in a manner not yet displayed by the Federal Government.

WILLIAM T. MIDDLEBROOK

Costs of Acceleration in Certain Fields

There are problems of an acceleration program worthy of especial comment in certain fields—medicine, dentistry, engineering, pharmacy, and physics and chemistry. The chief methods of speeding up include: (1) the addition of a full semester, or the 3-semester plan; (2) adding a fourth quarter to an already existing 3-quarter session; (3) adding a summer quarter to a 2-semester session. It is difficult or impossible for the low-tuition college to make any adequate arrangement; whereas institutions having high tuition charges may be able to

do so. The costs of acceleration are not costs that are only incidental to a summer session—they affect financing all the rest of the year. Certain institutions, and certain departments having special fields, cannot continue their programs without additional financial help from some source.

H. G. BYRD

State Appropriations and Wartime Support

It is not possible to solve wartime financial problems of colleges and universities through increased State appropriations. Two views exist in military circles as to what agencies should do war training. One view is that the War Department should undertake war training tasks largely on its own, and the other view, shared by the professional Army officers, is that the existing educational institutions should carry on the work of education and training. Whatever agency does the training, the view cannot be taken that there is nothing beyond this war.

Of course we can't operate on the basis we have been operating. We need to clean our own house and determine accurately what our needs are. There isn't a university that wouldn't cheerfully give up certain courses and free that manpower for more important things right now. The experience at the University of Maryland has shown convincingly how the Agricultural Experiment Station, for example, can so change its activities as to put about 70 percent of its quarter of a million dollar budget into war effort, by discontinuing some lines of research and adjusting others. We have determined not to lose sight of the fundamental values of education, because we believe these are part of what the Army needs for the soldiers' training. However, in the program of electives the University has found the opportunity to adjust a student's program to war needs.

On the financial side, practically all States are in a better position to finance war effort than at any other time in their history.

Rev. EDMUND A. WALSH

Endowments, Gifts, and Student Fees

The trouble is not at present with higher education, which mobilized with extraordinary rapidity in January at Baltimore. The difficulty is not with gaps in education, but in a lack of clear indications from the high command. Recent visits to the camps throughout the country have convincingly demonstrated that the men from the schools and colleges throughout the land are "all right."

As to endowments, gifts, and student fees, the melancholy fact is that on the whole "there aren't any." Some of those who gave to higher institutions in previous years are terrified by the tax phantom, and the institutions are consequently in a difficult state.

The Student Army Training Corps in the first world war made a real beginning. It was founded on sound principles in many respects. The charge of lack of democracy sometimes lodged against it was without foundation, inasmuch as the World War plan set up an equal number of officer positions to be filled directly from the ranks and from the colleges. The operation of the plan had little more than begun when the war closed; necessary adjustments were under way, and could have been made, in time.

